

GOVERNMENT OF MADHYA PRADESH



# REPORT

OF THE

Committee on Financing of Education

IN THE

Madhya Pradesh



सत्यमेव जयते

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# REPORT OF THE COMMITTEE ON FINANCING OF EDUCATION IN MADHYA PRADESH

## CHAPTER I.—APPOINTMENT AND PROCEDURE OF COMMITTEE

### APPOINTMENT OF THE COMMITTEE

We, the members of the Committee, appointed by the Government of Madhya Pradesh to enquire and report on certain problems connected with reorganisation of the system of education and with financing of education in Madhya Pradesh have the honour to submit our report. We are grateful for the opportunity afforded to us of making a rapid survey of the educational activities in the State and of examining some of the main problems which have to be faced here and elsewhere.

### MEMBERS OF THE COMMITTEE

2. The Committee constituted by the Government of Madhya Pradesh consisted of the following members:—

- (1) Dr. Tarachand, M.A., D.Phil. (Oxon.), Secretary and Educational Adviser to the Government of India—*Chairman*.
- (2) Lt.-Col. Pandit K. L. Dube, B.A., LL.B., Vice-Chancellor, Nagpur University, Nagpur.
- (3) Lt.-Col. Dr. R. P. Tripathi, M.A., Ph.D. (London), Vice-Chancellor, Sagar University, Sagar.
- (4) Shri S. N. Agarwal, M.A., Principal, G. S. College of Commerce, Wardha.
- (5) Pandit D. L. Kanade Shastri, M.A., M.L.A., and Deputy Speaker, Buldana.
- (6) Shri B. A. Mandloi, LL.B., M.L.A., Khandwa.
- (7) Shri Beohar Rajendra Sinha, M.L.A., Jabalpur.
- (8) Shri S. T. Dharmadhikari, M.L.A., Nagpur.
- (9) Shri R. S. Ruikar, B.A., LL.B., M.L.A., Nagpur.
- (10) Dr. S. G. Patwardhan, President, Teachers' Association, Amravati.
- (11) Shri E. W. Franklin, M.A., B.T., T.D. (London), Director of Public Instruction, Madhya Pradesh—*Secretary*.
- (12) Shri M. H. Rao, M.A., M.Ed. (Leeds), F.R.G.S., Deputy Director of Public Instruction, Madhya Pradesh—*Assistant Secretary*.

The Secretary and the Assistant Secretary of the Committee were members of the Committee but they had no right to vote.

## ADVISORS OF THE COMMITTEE

3. We are grateful to Government for appointing the following officers to advise the Committee:—

- (1) Dr. V. S. Jha, B.A., Ph.D. (London), Education Secretary.
- (2) Shri B. L. Pandey, I.A.S., Financial Secretary.
- (3) Shri R. D. Beohar, I.A.S., Local Self-Government Secretary.
- (4) Shri Tarachand Shrivastava, Deputy Secretary (Law).

Owing to changes in the Secretariat, the third meeting was attended by—

Shri K. Radhakrishnan, I.C.S., Financial Secretary.

Shri R. B. Agarwal, I.A.S., Local Self-Government Secretary.

## TERMS OF REFERENCE OF THE COMMITTEE

4. The following were the terms of reference on which the Committee was asked to report:—

(1) To consider the existing system of education in the State and to recommend ways and means of financing the different stages and various types of education in the State and in this connection to examine how far the expenditure should be shared by the Union and State Government, the local bodies and private agencies.

(2) To consider the expenditure incurred by the State on education and to recommend—

(a) the percentage of the total revenues of the State which should be spent on education with due regard to the new responsibility vested in the State by the Constitution of providing free and compulsory education to children up to the age of 14 years within a period of ten years from the commencement of the Constitution;

(b) how far funds available with the State should be reallocated on the various types and stages of education; and

(c) new sources for securing funds for education with a view to ensuring that the existing educational institutions are efficiently maintained and that reasonable educational development is not held up for want of funds.

(3) To consider the growth of collegiate education in this State and to examine the desirability of limiting State-aid only to those colleges which are located in such places in the State as are likely to develop in future into centres of teaching universities.

(4) To consider the growing pressure on the colleges of arts and science in the State for admission and to examine whether it would not be desirable to prescribe holding of the High School Certificate Examination of the Board of Secondary Education, Madhya Pradesh, or an equivalent examination as the minimum qualifications for admission to the administrative and other public services and to regulate selection to these services by competitive examinations conducted by the Public Service Commission of the State.

(5) To recommend ways and means of minimising the cost of primary education, particularly in respect of buildings and equipment.

(6) To consider the present system of secondary and university education in the State and to recommend whether it would be desirable—

- (a) to introduce the Scheme of Educational Reorganization prepared by the High School Board in the secondary schools of the State;
- (b) to abolish the intermediate stage of education in the universities; and
- (c) to introduce a three-year degree course in the universities as recommended by the Report of the Central Advisory Board of Education on Post-War Educational Development.

#### PROCEDURE OF WORK

5. The Committee met at Nagpur on four occasions. In its first meeting, which was held on the 10th March 1951, the Committee discussed the scope of the terms of reference and laid down the basis on which material required for the deliberations of the committee should be collected.

6. The second meeting, which was held on the 16th and 17th of April 1951, considered the changes necessary in the structure of the system of education obtaining in the State, laid down targets for various stages of education and enunciated certain principles on which the planning of education in the State should be undertaken.

7. The third meeting of the Committee was held on the 29th and 30th of June 1951 in which the financial resources available in the State for educational purposes were considered and its main recommendations on all issues arising from the terms of reference were recorded.

8. The last meeting of the Committee, which was held on the 23rd November 1951, considered the draft report and generally reviewed its recommendations. Dr. V. S. Jha, Secretary to Government, Education Department, and an Adviser to the Committee was entrusted with preparation of the final draft of the Committee's Report.

#### ACKNOWLEDGMENTS

9. The Committee is grateful to its various Advisers who gave the benefit of their rich experience ungrudgingly. The Committee is also indebted to Shri M. A. Gaffar, Assistant Superintendent, Shri K. N. Kothiwale and the many other assistants of the office of the Director of Public Instruction who laboured hard in the preparation of the appendices and in the work of the Committee. Dr. G. F. Lakhani, Assistant Educational Adviser to the Government of India, Ministry of Education, attended all the meetings and helped in the collection of information and data. Shri R. S. Chitkara and Shri N. T. Karnani, Officers of the Statistical Section of the Ministry of Education, Government of India, gave their valuable time and willing co-operation in the compilation and analysis of statistics. Shri E. W. Franklin, Secretary and Shri M. H. Rao, Assistant Secretary, deserve special thanks of the Committee for their work in preparing statements and collecting information needed for the discussion of the many issues, and the preparation of the Report.

## CHAPTER II.—MADHYA PRADESH—ITS GEOGRAPHY AND HISTORY

### A.—THE LAND OF MADHYA PRADESH

1. Madhya Pradesh falls into five main physical divisions—the three upland regions of the Vindhya, the Satpuras and the south-east plateau and two lowland areas of the Narmada and the southern plains.

2. The Vindhyan mountainous region (1,000' to 2,000') consisting of Sagar and north Jabalpur districts is a broken country with poor and stunted forests. It is drained by many streams flowing northwards. The Vindhyan series are mostly sandstones, limestones and shales. At the eastern extreme of this region lies the fertile Murwara basin composed partly of alluvium and partly of limestone and shale. The main crop of this region is wheat.

3. The Narmada valley stretching over 4,000 square miles between the Vindhya and the Satpuras is a rich plain. The surface soil is alluvial and grows good rice in the east, wheat in the centre and cotton in the west. The Narmada lying at the foot of the Vindhya is converted into an impetuous torrent in times of flood and at other seasons has a water-supply insufficient for navigation or irrigation.

4. The Satpura plateau girdles the State in the centre running from west to east. The Satpuras consist of a number of hill ranges separated by broad plateaus. This hilly region covered by forests and water-cut ravines is rich in minerals specially manganese, bauxite and coal.

5. To the south of the Satpuras lies a vast lowland consisting of three fertile tracts of Berar, Nagpur and Chhattisgarh. Berar has rich black cotton soil, compact, tenacious and retentive of moisture. The Nagpur plain presents a diversity of soils. The Wardha plain of black loams grows mostly cotton, juar and wheat. The Wainganga valley is alluvial and suited for rice cultivation. The Chanda plain has sandy soil with its southern extreme covered by hills and jungles. The Chhattisgarh plain, bordered in the north, west and south by hills, has an alluvial cap covering horizontal beds of limestone and shale and is well known for its abundant rice crop.

6. South of the Chhattisgarh plain lies the Bastar plateau, more elevated in the south than in the north. This plateau is traversed by gorges exposing crystalline rocks. The whole area is covered with valuable forest. Sandy loam of this region, specially the valley of Indravati, produces rice.

7. Agriculture is the main industry of Madhya Pradesh. About 1.80 crores of people depend mainly on agriculture; hence the great importance of agriculture in its economic life. The total cropped area in 1947-48 was nearly 28 million acres. Out of this 85 per cent is covered by food crops and 15 per cent by non-food crops. The variety of soil and climate provides facilities for raising different crops in different areas.

8. Rice, the principal food crop, is raised in the Chhattisgarh plain, the south-east plateau and the eastern part of the Nagpur plain. In 1949-50, 8.8 million acres were under rice crop; the average for the triennium ending 1949-50 being 8.7 million acres. The total output of rice in 1949-50 was 2.56 million tons while triennial average stood at 2.4 million tons.

9. Juar, the next in importance, occupied 4.5 million acres in 1949-50 (the triennial average being 4.8 million acres) with a total output of 0.89 million tons (the triennial average being .96 million tons). Berar raises almost half of the total produce of juar while the other half is produced by Bhandara, Chanda, Betul, Chhindwara and a few other districts.

10. Wheat is produced mainly in the Vindhya plateau, the Narmada valley and the northern part of the Satpura plateau. During the triennium ending 1949-50 the area under wheat was 2.07 million acres while in 1949-50 it was 2.59 million acres. The triennial average of output was 0.377 million tons while in 1949-50 it was 0.499 million tons.

11. In addition to these main food crops maize, "kodon-kutki", oil-seeds and grams are raised all over.

12. The most important non-food crop is cotton. It is raised mainly in Berar and the western part of the Nagpur plain. The total area under cotton in 1949-50 was 2.8 million acres and the total produce was 296,010 tons. Madhya Pradesh grows medium and short-staple cotton.

13. Agriculture in Madhya Pradesh is backward. The cultivator's dependence on nature for the supply of water makes his position vulnerable. Irrigation facilities are available mainly in the rice tract and there too the existing facilities are meagre. Further, the small fragmented holdings, primitive implements and methods of production, lack of adequate and scientific manuring together with the general poverty of the cultivators account for the low yield per acre. It is most disconcerting to note that this yield per acre is about the lowest in India, the Indian yield being lowest in the world. The following table compares the average yield per acre of some of the main crops in different States in the country.

(Figures are in pounds per acre)

Name of State (1)	Cotton	Wheat	Rice	Groundnut	Linseed
	(2)	(3)	(4)	(5)	(6)
Bengal .. .. .. .. .. .. .. 921 .. 607					
Uttar Pradesh .. .. .. .. .. .. 786 629 .. 500					
Punjab .. .. .. .. .. 182 738 .. .. ..					
Bombay .. .. .. .. .. 80 447 967 987 360					
Madras .. .. .. .. .. 88 .. 1,048 1,014 ..					
Orissa and Bihar .. .. .. .. .. .. 882 721 .. 492					
Madhya Pradesh .. .. .. .. 101 444 655 606 215					

14. Thanks to the Grow More Food Campaign which is popularising the use of good seeds, chemical fertilisers and tractors, funds have been made available to the cultivators for extending irrigation facilities and improving methods of cultivation.

15. Madhya Pradesh is generally regarded as a surplus State in respect of food supplies. However, this surplus exists in case of rice only and that too when the rice crop is satisfactory. This State is deficient in wheat, import of which every year is necessary. The net exports, thus depend considerably

on the condition of all the three crops—rice, wheat and juar. These figures show the exports and imports.

(Figures in thousand tons)

Name of the crop	1948		1949		1950		1951	
	Export	Import	Export	Import	Export	Import	Export	Import
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)
Wheat .. .. ..	56	..	68	..	12	..	55	
Rice .. .. ..	160	..	79	..	145	..	23	..
Millets .. .. ..	15	..	..	46	1	24	3	27
Total ..	175	56	79	114	146	36	26	82

16. The chief mineral resources of Madhya Pradesh consist of coal, iron, manganese, bauxite, limestone, ceramic and other clays.

17. The Madhya Pradesh coalfields fall into three groups, viz., Chhattisgarh-Mahanadi area, the Satpura region and the Wardha valley. Madhya Pradesh coal, excepting that of Mahanadi area, is of inferior variety. Coal mines of Pench Valley, Korea and Chanda district are flourishing. In 1949 total quantity of coal raised was 2,943,040 tons valued at Rs. 4,33,11,151. Rich and extensive deposits of coal at Kamptee and Korba (Bilaspur district) have been recently found.

18. Iron ores are widely distributed throughout the State. The ore occurs chiefly in Narsimhapur sub-division and in Chanda, Durg and Jabalpur districts. Reserves in Lohara (Chanda) have been estimated to be of the order of 2 million tons and that of Dondi-Lohara (Durg) of 114 million tons. This reserve has been considerably increased by deposits in the merged area of Bastar. The actual output of iron ore in Madhya Pradesh in 1949 was 838 tons valued at Rs. 48,963. The discovery of coking coal in the Mahanadi area might open an era of steel production in Madhya Pradesh.

19. The chief manganese deposits are in Nagpur, Bhandara and Balaghat districts. Madhya Pradesh manganese deposits are the best in the world. Total ore raised in 1949 was 398,024 tons valued at Rs. 2,87,79,129. The major part of the total output is exported.

20. Bauxite deposits have been found in Katni tahsil, Baihar plateau of Balaghat, Seoni sub-division, Mandla district and at Korba in Bilaspur district. Bauxite is the chief raw material in the manufacture of aluminium metal. It is also used in the manufacture of cement and refractories. Aluminium works at Asansol and aluminium works in Utter Pradesh and Bengal consume a considerable part of the output of bauxite in this State.

21. Limestone occurs in the Katni area, the Chhattisgarh basin and round about Chanda.

22. Madhya Pradesh thus, is fairly rich in mineral deposits. Further careful survey alone can provide precise information so valuable for the development of this underdeveloped State.

23. Madhya Pradesh is extremely backward from the point of view of power supply. There is no hydro-electric work. Many of the electrical undertakings are small and uneconomic. The larger industrial establishments

generate power by steam-plants which consume coal. Smaller industrial units such as oil mills, cotton-gins, rice mills generate power by old and antiquated type of steam-engines which are most wasteful of fuel. In spite of rich forests and availability of cheap fuel, high freight has made use of charcoal gas engines relatively unprofitable. The completion of Madhya Pradesh Grid system, which is one of the development schemes, is expected to make available, as quickly and extensively as possible, electricity at an economical rate for the development of the State.

24. The forest wealth of the State is no less important. Nearly half of the total area in the State is under forests and a careful exploitation can make the State richer without in any way impairing the source. The most important forest produce is timber. At present teak and sal are much in demand. Semal is utilized for making match-boxes and splints. Salai is used for making pulp for the manufacture of newsprint. Attempts are being made to utilize other species of timber. Other important forest products are "lac" used in preparation of paints and varnishes; "tendu" leaves for manufacturing "bidi"; bamboos useful for manufacture of paper and "harra" and "mahua".

25. In spite of its mineral and forest wealth, Madhya Pradesh has continued to be a backward area largely because these resources have not been harnessed to best advantage. Industrially, the State is yet in the chrysalis stage. Attempts, no doubt, have been made to utilise the available resources by developing a few industries. But a systematic and determined effort to industrialize alone can improve the lot of the common man who is steeped in poverty. The present state of industrial development, described below, clearly indicates the need for further development of existing industries and for the creation of new ones.

26. The most important industry of the State is the cotton textile industry. Most of the mills are located in Nagpur and Berar regions and consume about 25 per cent of cotton produced in the State. In 1949 there were 23 mills. Nagpur, Hinganghat, Akola, Pulgaon and Burhanpur are the important centres. The average daily employment in these mills in 1949 was 32,840. These cotton mills produce medium and coarse cloth and yarn with the exception of Empress Mills at Nagpur which produces fine cloth as well. The total output of these mills does not fully meet the demand of the State for cloth and yarn.

27. Cotton ginning and pressing factories numbered 306 in 1949 and were located mostly in Berar and Nagpur region and in Nimar district. Average daily employment was 22,162. The operation is mostly seasonal and many productive units take to oil-milling in off-seasons. Many of these factories are small and uneconomic.

28. Oil mills are located mostly in Nagpur and Berar regions. A few mills exist in the Narmada valley. These mills generally crush linseed and groundnut and small quantity of til. Most of the units are small. Unfortunately cotton seed is little utilized for crushing.

29. Rice mills numbering 221 in all are situated mostly in the Chhattisgarh plain and Bhandara and Balaghat districts. Average daily employment in rice mills is 4,259.

30. The total number of saw mills in the State is 106, 62 of which are located in Nagpur and 12 at Jabalpur. Cement is produced at Kymore near Katni. The Kymore factory is the biggest of its kind in India. Glass works are located mainly at Jabalpur, Nagpur and Gondia. These produce stoppered glass jars, bottles, lamp-shades, paper weights and several other types of glassware and work with imported soda-ash utilizing local limestones and sand. The potteries at Jabalpur concentrate on refractory including fire bricks, glaze-pipes and acid-resisting wares. The one at Katni deals exclusively with refractory requirements of the cement factories. This State has the advantage of coal and raw material such as chinaclay, fireclay, flint, silica being available close to one another. Tiles are manufactured at Bagra in Hoshangabad district. There are three match factories utilizing forest products. Bidi-making is an extensive occupation all over the State with chief centres at Jabalpur, Sagar and Gondia. Two paper mills are being established at Chandni and Ballarpur for production of paper and newsprint. These will utilise salai and bamboo obtained in this State.

31. The estimated population of the State according to 1951 Census is 21,327,898 (provisional figure) with 10,688,811 males and 10,639,087 females. The density of population is the highest in Nagpur district being 322 per square mile. Density of population in Bhandara district is 296, in Jabalpur district 277, and the lowest in Bastar district being 63 only. On the whole the Maratha plain is much more densely populated than any other area in the State. Nearly 85 per cent of the population is agricultural and rural. The total tribal population is estimated at 45 lakhs.

32. Madhya Pradesh has been a meeting place of cultures and races. Here in this State live people ethnically different, speaking different tongues such as Hindi, Marathi and Gondi. As the Aryan immigrants moved into this region the primitive tribes had to take refuge in the hills and the forests. There is a wide diversity in the standard of living and cultural attainments of those who live in primitive conditions in the hills and forests and those who have settled in the richer plains. One problem which the State will need to tackle is to improve the conditions of life of the primitive people and to provide them with those amenities of life which are enjoyed by the settlers in the plains. While the aboriginal population in the State requires to be initiated into the more stable and civilised ways of life, it is no less necessary to raise the standard of life of the rest of the population, to improve its economic condition, and to change its social attitudes.

## B.—HISTORY OF MADHYA PRADESH

33. Madhya Pradesh being a composite State, its historical and political traditions have peculiarities of their own. Because of its central position Madhya Pradesh has always commanded a far-reaching trade, borne the onslaught of every all-India conqueror, met with and perpetuated every sort of culture-pattern. Madhya Pradesh consists of distinct geographical units with historical traditions of their own. We find various dynasties ruling over different parts of the State in any given period. From the time of Asoka to the present day the State has been ruled by more than 30 dynasties of Kings in succession or simultaneously. The history of this composite State may well be divided into five periods—Hindus, Gond, Muslim, Maratha and the British.

34. References are made in our ancient literature to the various parts of our State. The *Ramayana* brings into prominence the eastern part of Mahakoshal and the *Mahabharata* gives ample details about Vidarbha (Berar). During this period many important and powerful dynasties ruled over different portions of the State. Notable among these were the Vakatakas, the Kalchuris, the Hailhayas, the Satavahans, and the Chalukyas. Vidarbha and Mahakoshal formed powerful kingdoms. During this period, besides the worship of Hindu Gods, Buddhism and Jainism also flourished. Hieun Tsang the famous Chinese pilgrim, visited Mahakoshal. According to him "the people were simple, upright and honourable, faithful not deceitful; other-worldly. The soil was rich and fertile. the towns and villages were close together. The people were prosperous". Under Hindu rule Berar enjoyed long and lasting peace. Commerce, art and religion flourished.

35. The historical scene of the State changes after the disappearance of the ancient Hindu dynasties. We find the State being ruled by the Raj-Gonds for nearly three centuries (1400—1700). Taking its rise in an unknown way, the Gond rule branched off into four independent kingdoms—the Khera, Garha-Mandla, Deogarh and Chanda. The prominent feature of the Gond rule was the feudal system. The outlying territories of the Gond Rajas seems to have been distributed among feudatory chiefs, paying a trifling revenue, but bound to attend upon the prince at his capital with a stipulated number of troops, whenever their services were required. The princes, like the people, were of an easy unambitious disposition. Under their uneventful sway, the country over which they ruled, prospered. while with a liberal policy, they invited immigrants from the north and entrusted to them the reclamation of the rich land in the Narmada valley and Nagpur plain. These chiefs had very little military strength and therefore insufficient power of resistance.

36. No part of Madhya Pradesh was ever annexed directly by the Emperors of Delhi who were content with exercising rights of suzerainty over the kings of Gondwana. Berar, however, was annexed to the Delhi Empire and was directly under Muhammadan rule for a long time. Muhammadan invasions from time to time disturbed the peaceful life of the people and the Delhi Emperors, collected heavy ransom from Nagpur chiefs occasionally. That was all. No Muhammadan ruler could permanently establish a foot-hold. The country, however, suffered most from constant wars and feuds.

37. The Marathas, for the first time, created a united kingdom in Madhya Pradesh after centuries. The Nagpur kingdom was at its greatest extent at the close of the 18th century. Under Raghaji II it included practically the whole of the present Madhya Pradesh besides Orissa and some of the Chhota Nagpur States. The annual revenue of these territories was about a crore of rupees. Raghaji II had a strong and well organised army. Up to the defeat of Raghaji II at the hands of the British in 1803 the Maratha administration was on the whole successful. The first four Bhonsla rulers were military chiefs with the habits of rough soldiers, connected by blood with all their principal officers. They ever favoured and fostered the class of cultivators and though rapacious were seldom cruel to the people. The country was in a flourishing state. The trade with the coast was a considerable source of revenue.

38. But a period of misrule commenced after 1803 when Raghaji II was compelled to cede to the British one-third of his kingdom. Raghaji II, nicknamed by his people, "the big Bania" threw off all restraint in his unwillingness to show a reduced front to the world. Not only did he rackrent and screw the farming and cultivating classes, but he took advantage of the necessities, which his own acts had created to lend them money at high interest. During his period Nagpur territories were frequently raided by Pindari hordes. These inroads seriously strained the resources of the Bhonsla Raja. Revenues fell into arrears and at times harsh measures had to be resorted to recover them. The Pindari menace and the consequent dwindling resources of the State made administration weak, and maintenance of law and order difficult. Highways were unsafe and robber-infested. Army was ill-disciplined and disorganised and always clamouring for payment of arrears of pay. In brief, the period from 1803 to 1818 was perhaps the most disastrous through which the country has had to pass. Raghaji III was put on the throne in 1818, and during his minority the British Resident Sir Richard Jenkins administered the State till 1830. During this period the restoration of internal tranquility under a strong rule and moderate taxation gave the country an opportunity to recover and it attained a fair measure of prosperity. For the next 20 years the methods of administration introduced by Jenkins were broadly adhered to, and the Government was fairly successful.

39. Raghaji III died in 1853 and his territories were declared to have lapsed to the British and were administered by a Commissioner under the Government of India till 1861. After the Mutiny in 1857 the Nagpur territories and the Sagar and Narmada territories, being too remote from the headquarters of any Local Government to be efficiently administered were formed into a new province, bearing the name "Central Provinces", under a Chief Commissioner in 1861. In 1902 Berar was leased in perpetuity by the Nizam to the Government of India and it was added to the Central Provinces for purposes of administration. The Province continued to be governed by the Chief Commissioner with the assistance of secretaries till 1920. The first representative body was created only in 1913 when as a result of the passing of the Morley-Minto Reforms Act a legislative council was formed in the province. After the Reforms of 1919 the Province was raised to the status of a Governor's Province and it continued to be governed on the principle of dyarchy introduced by the Act of 1919, till 31st March 1937. As a result of an agreement with the Nizam in 1936 Berar was incorporated in the Central Provinces and was to be administered as a part of it. The Province was now called the Central Provinces and Berar. As a result of the Reforms Act of 1935 Provincial Autonomy was introduced in the Central Provinces and Berar on 1st April 1937, and a popular Ministry was in power till November 1939 when it resigned on the issue of participation in the war effort. The Province was thereupon brought under section 93 regime and till 26th April 1946 it was administered by the Governor in consultation with his advisers. With the emergence of India as a Dominion on the 15th August 1947 the Government of the province became fully responsible and its territorial limits expanded by the integration of erstwhile Chhattisgarh States of the Eastern States Agency with it. After the inauguration of the Republic of India on 26th January 1950, the Province was renamed as the State of Madhya Pradesh. Since then it is a part of the Indian Union and is administered by a popular ministry in accordance with parliamentary system of Government.

## CHAPTER III.—EDUCATION IN MADHYA PRADESH

### A.—EDUCATIONAL STRUCTURE

1. The structure of the educational system in Madhya Pradesh is much the same as elsewhere in the country and it has undergone hardly any material alteration since it came into existence. Primary education which constitutes the foundation of the system, consists of a course of four years' duration. After completion of this course, Primary Certificate Examination is held by officers of the Education Department, viz. Assistant District Inspectors of Schools. Those who pass the examination may either go into Class V of the Indian Middle Schools or class V of the Indian-English Middle Schools or end their schooling. The Indian Middle Schools provide a course of three years' duration after which the pupil may either go into a Normal School for training as a teacher or join one of the industrial schools. Some of the Indian Middle Schools provide instruction in English and those pupils who have studied this subject may, if they like, join class VIII of the Indian-English Middle School. Some of the Indian Middle Schools, unfortunately very few, teach Agriculture and there is also an optional syllabus approved by the Board of Secondary Education which provides for instruction in certain vocational subjects, such as smithy and tailoring. The openings provided by the Indian Middle School are limited and it has been regarded a blind alley except to the extent to which it feeds the Normal Schools.

2. Pupils who join class V of Indian-English Middle Schools normally embark on a seven-year high school course leading to the High School Certificate Examination. While Indian-English Middle Schools are allowed to exist as separate schools, they are feeders to the high schools and constitute the first stage of high school education. A complete high school consists of four classes of the Indian-English Middle School and three of the high school. High schools ordinarily provide a large number of options and it is open to a pupil to take soft options and an odd combination of subjects and qualify himself for the High School Certification. Of late some new experiments have been attempted in the field of secondary education. A technical high school has been established at Jabalpur which provides instruction in engineering subjects and workshop practice along with other subjects up to the high school stage. Side by side the school intends to provide instruction in several trades and occupations. A similar high school is being established at Amravati. Besides this, a "Science Core" high school has been established at Amravati with the object of giving a high standard of instruction in Science and Mathematics along with other subjects of high school. The object of the new types of high schools is to make high school education serve some well-defined purposes and to raise the standard of instruction at the high school stage. Some of the existing high schools provide instruction in such subjects as agriculture, commerce and manual-training which attempt in a feeble way to arouse interest in some of the main occupations available in society.

3. Pupils passing the High School Certificate Examination may enter one or the other department of the University or may terminate their education. A large number of such pupils join the Intermediate Arts or Science classes, some go to commerce and a limited number goes to agriculture and veterinary colleges. Those who pass the High School Certificate Examination may also join the Engineering or the Medical School at Nagpur. They may also join the profession of teaching and after acquiring teaching experience

of a year or two or even more, they may enter a training college or a diploma institute for undergoing training as teachers for Indian-English Middle Schools.

4. Arts, science, agriculture and commerce courses of the University provide four years' training after the High School Certificate Examination for graduation. The first two years of the course constitute the Intermediate classes and the following two B.A. classes. A pupil may take a three year Honours' course in arts and science subjects and the value of the course corresponds to the Master's degree. Those who take the pass course at the B. A. Examination may study for two years for the Master's degree. B.A. (Hons.) and Master's degrees lead further on to research degrees, namely, Doctorate in Philosophy or Literature or Science or Law.

5. Technical education in the State is still in a state of under-development. The unskilled workmen are either totally uneducated or have had rudiments of education in a primary school. Handicrafts or industrial schools in the State provide instruction in wood-work, metal-work and leather-work. They also provide separate courses for minor industries, such as weaving, niwar and carpet-making, toy-making and cane-work. These schools train what may be described as skilled workmen for industries. The handicrafts schools provide a three years' intensive course to pupils who pass out of the Indian Middle Schools. The Government Engineering School, Nagpur, provides a three-years course, after completion of the High School Certificate course, in civil, mechanical and electrical engineering and art and a four-years course in architecture. A diploma is awarded by the University at the end of successful completion of each of the courses and the candidates who pass out may be described as the type of foremen or minor executives of industry. The Engineering College, Jabalpur, admits carefully selected candidates after they have passed the Intermediate Examination in Science and provides four years' degree and honours courses in civil, mechanical and electrical and tele-communication engineering. The candidates are required to serve for one year as apprentices in recognised industries before their training is considered to be complete. The Engineering College trains the higher executives or personnel of the supervisory grade for the industries. The college is also affiliated to the All-India Council of Technical Education and prepares candidates for the various Diploma Examinations held by the Council. The Engineering College has also been fitted to undertake researches on various problems of engineering and applied science. Specialized training in oil technology and chemical engineering is provided in the Laxminarayan Institute of Technology at Nagpur. Pupils passing the Intermediate Science Examination of the universities may also join the Medical College which provides a course of five years' training for medical degrees.

6. Teachers for primary schools are trained in special types of institutions called 'Normal Schools' which provide a two-year course of training to pupils who have passed the class VII examination of Indian Middle Schools and who qualify themselves in an admission test. Training for middle school teachers is imparted in the Prantiya Shikshan Mahavidyalaya, Jabalpur, and in the three Diploma Institutes—one of which is located at Khandwa and two, one for men and one for women, at Amravati. Teachers for high schools are trained in the Prantiya Shikshan Mahavidyalaya, Jabalpur, and the University Training College, Nagpur. Graduates with

experience are often selected for this training and the duration of training is of one year. The degree of Bachelor of Training is awarded to the successful candidates. Courses in M. Ed. and M. A. in Psychology are also provided in training institutions for training staff for training institutions and superior administrative personnel.

7. Social education in this State is of recent origin. The scheme provides for education to illiterate adults through various means, viz., through literacy as well as through audio-visual means. Social education is essentially imparted through social reconstruction. An endeavour is made to organise the rural community and to interest it in all aspects of its social life. Social education activities are many-sided because social life itself is many-sided. It is by active participation in reconstructing their social environment that people learn to be good citizens. Though the scheme is new, its scope is wide, methods varied and impact on the society profound.

8. Among the special types of institutions, mention must be made of the Vidya Mandir Scheme which was launched in 1938 by Pandit Ravi Shanker Shukla. The Vidya Mandir experiment was designed to make the school autonomous and economically independent. Vidya Mandirs were established in small villages when some generous donors gave a gift of agricultural land large enough to yield an income sufficient for maintenance and for payment of the salary of the Gurus. According to the Vidya Mandir Act, the management of the Vidya Mandir farm is entrusted to the Vidya Mandir Committee with members drawn from representative sections of the village community. If the experiment of the Vidya Mandir succeeds, a major national problem pertaining to provisioning of education will be solved to a considerable extent. Experience, however, has revealed that the co-operation of the village community which is the key factor for the success of the scheme has been poor. Moreover, administratively the scheme is difficult of operation because of its complications. There, however, have been some cases of Vidya Mandirs which have succeeded beyond expectation and this circumstance has led to continuation of the experiment with a view to finding some solution of the stupendous task of financing of primary education.

9. There are in the State a few Kindergarten and Montessorie schools but their number is negligible. It may safely be stated that pre-primary training in the State exists feebly and almost imperceptably.

#### B.—SURVEY OF EDUCATIONAL DEVELOPMENT

10. The growth of primary education in the State has been tardy. In the course of thirty years—from 1917 to 1947—only 1,102 new primary schools came into being and the number of primary schools rose from 4,109 to 5,211. Since 1947, the rate of expansion has been comparatively rapid and the number of schools has grown to 8,730 in 1950. This is largely due to the endeavour of the State Government to open new schools for which in most areas they provide full cost of their maintenance.

11. The provision of primary education in the State compares unfavourably with that in other major States in the country. The following table,

which gives figures for the year 1948-49, compares provision of primary schools in the important States of the country:—

Name of State	(1)	Number of Primary Schools	Number of Primary Schools per lakh of population	Number of sq. miles served by a primary school
	(2)	(3)	(4)	
Madras .. .. .. .. ..	37,206	69	3	
Bombay .. .. .. .. ..	25,496	92	4	
Uttar Pradesh .. .. .. .. ..	26,337	44	4	
West Bengal .. .. .. .. ..	14,166	60	2	
Bihar .. .. .. .. ..	21,604	5	3	
Madhya Pradesh .. .. .. .. ..	6,479	31	20	
Assam .. .. .. .. ..	9,144	109	6	
Orissa .. .. .. .. ..	9,218	64	6	
East Punjab .. .. .. .. ..	3,953	32	9	

12. Increase in enrolment in primary schools was just 1.34 lakhs of pupils, *viz.*, from 278,778 in 1912 to 413,032 in 1947. There has been a sudden rise in the enrolment since 1947, from 413,032 to 645,432 in 1950. The increase in the number of primary schools as well as in enrolment in primary schools during the last quinquennium is significant because it coincides with the period during which education has been under the control of a popular ministry.

13. Total expenditure on primary education has risen from Rs. 17.18 lakhs in 1917 to Rs. 133.12 lakhs in 1950. Government contribution towards the expenditure during this period has risen from Rs. 10.75 to Rs. 65.40 lakhs. Government's share of expenditure on primary education registered a sudden rise in 1947 and it has been mounting ever since. In 1947 Rs. 37.88 lakhs constituted Government's contribution towards the total cost of primary education which was Rs. 75.46 lakhs in that year. In the year 1951-52 Government provided a sum of Rs. 134.39 lakhs for primary education. While increase in expenditure on primary education has been considerable, there has been no corresponding growth in the number of primary schools and in the enrolment in them. A large bulk of the increased cost of primary education is due to the fact that the Government shouldered almost the entire responsibility of improving the rate of pay and of compensatory cost of living allowance of the teachers in primary schools. Government contributed Rs. 23.69 lakhs in 1951-52 towards raising the salary of teachers in primary schools to a minimum of Rs. 30 per month and Rs. 32.51 lakhs in 1951-52 towards payment to them of additional compensatory cost of living allowance. Government also contributed to the local bodies a sum of Rs. 13.13 lakhs every year for the maintenance of 1,644 new primary schools, 1,144 of which were opened in 1949 and 500 in 1951. The annual cost of providing primary education to a child in the State was Rs. 20 in 1950.

14. Facilities for primary education in the State are meagre. On the basis of the 1951 Census, the population of school-going children of the age group of 6 to 11 years of age works out to 2,705,100. The number of children

of this age group in schools is 567,896, which is only 21 per cent of the children who should be in the schools. There are 46,137 villages in the State of which only 5,460 have schools. The vast bulk of the population lies beyond the reach of the elements of education.

15. The condition of primary schools in the State is far from satisfactory. Most of the primary school buildings are over-crowded in spite of the fact that quite a few of them assemble in two shifts. Repairs to the school buildings have been long neglected and they are deteriorating at a rapid pace. Very few schools have buildings of their own and not a few meet in rented houses which were never intended to be used for housing schools. Instances of schools meeting in verandahs of the houses of some of the important persons of the village and even in buildings intended for cow-sheds are not negligible.

16. Primary schools in the State have never boasted of generous equipment which is as a rule confined to a few tables and chairs, an almirah, a few text-books, a time-piece which rarely gives correct time, a few "tatpattis" and a few blackboards. Hardly any primary school has a library worth the name and the thirst for knowledge assiduously created after years of ceaseless endeavour in the course of primary school education remains unquenched for want of reading material and gradually dies out. Relapse into illiteracy is not ununderstandable in these circumstances.

17. Duration of the primary education course is of four years—which is one year less than that advised by the Central Advisory Board of Education. The syllabus for primary schools is in urgent need of revision to conform to the new ideas on the subject and to serve new social purposes. The schools also need new text-books designed in conformity with sound pedagogical principles and inspired by the cherished ideals of national life.

18. A large bulk of primary schools is under the control of Janapada Sabhas and Municipal Committees. The responsibility of opening new schools rests with the local bodies. Of late it has been felt that the finances of the Janapada Sabhas are much too meagre to enable them to expand primary education and Government have had to help them with full funds required for opening new schools as well as for improving the lot of teachers in accordance with certain standards laid down by Government. The responsibility of the State towards primary education is confined to—

- (a) prescribing curriculum and syllabus for primary schools;
- (b) prescribing text-books and other books for use;
- (c) providing the inspecting agency and arranging for inspection and supervision of schools; and
- (d) holding of primary certificate examination and giving such advice in educational matters to the local bodies and managers of private primary schools as may be considered necessary.

19. Compulsory education has been introduced in 1,209 villages of the State and in 53 municipal areas.

20. Training of teachers for primary schools is largely the responsibility of Government. Government maintain at present 17 normal schools, of which eight were opened in the year 1946. The new normal schools are without buildings of their own. Out of 20,900 primary school teachers in

the State, 10,753 are trained and 10,147 untrained. The average annual output of trained primary school teachers from the normal schools in the State is 1,360. The normal casualties in the cadre of primary school teachers works out to about 5 per cent of the total cadre. Accordingly, about 1,045 teachers are ordinarily required to fill in the vacancies created by the normal wastage in strength of the cadre. The problem of training before the State is—

- (1) to train adequate number of teachers to fill up the normal casualties in the existing cadre due to retirement or death;
- (2) to train 10,147 teachers in the existing cadre who are still untrained;
- (3) to train sufficiently large number of teachers required for new schools that will have to be opened; and
- (4) to provide refresher courses of training to those who are trained and who have served as teachers for sufficiently long time after training.

It will be seen that the output of trained teachers is inadequate to meet even the requirements of the existing schools.

21. The growth of Indian Middle Schools has been exceedingly slow since 1912. Only 380 new schools have come into existence since 1912, raising the number from 260 to 640 in 1950. Enrolment during this period has risen from 0.37 to 1.22 lakhs and it is difficult to believe that these schools can adequately serve even the limited purpose of supplying personnel for primary schools. The increase in expenditure on these schools is out of all proportion with the increase in their number and enrolment. The expenditure has risen from Rs. 3.51 lakhs in 1917 to 28.31 lakhs in 1950. The increase is largely due to rise in the rate of the basic salary and of the compensatory cost of living allowance. Since 1947, Government have taken over the management of 78 Indian Middle Schools with a view to converting them into model basic schools. This too had added considerably to the Government's share towards the cost of education of this stage. Government share of expenditure on Indian Middle Schools has risen from 1.69 lakhs in 1917 to 18.38 lakhs in 1950. Percentage of Government share of expenditure on Indian Middle School has risen from 47 per cent in 1917 to 66 per cent in 1950.

22. The Indian Middle Schools have been regarded as blind alleys except to the extent to which they have been preparing personnel for staffing of primary schools. Endeavour has just been made to introduce instruction in various subjects, such as Agriculture and English and to modify the syllabus. But the endeavour has been very restricted in scope. Agriculture is taught in some of the middle schools while others teach English as an optional additional subject.

23. The Constitution of India requires that all children up to the age of 14 should be in schools. It is universally agreed that the minimum education of the Indian citizen should cover eight years of schooling. These circumstances bring new significance to the Indian Middle Schools. The school will constitute a concluding three years course of compulsory education for all children in the State. The number of school-going children of the age group of 11 to 14 in the State approximates to about 11.66 lakhs of which only about 16.7 per cent are in schools at present. This indicates the magnitude of the task of implementing the objectives of the Constitution. The very nature of the task is such that its fulfilment will be slow and difficult.

24. Some of the Indian Middle Schools such as those attached to normal schools, a few schools for girls, and schools taken over for introducing basic education are managed directly by the Education Department. A large majority of the Indian Middle Schools, however, are under the control of the local bodies which are also responsible for developing education at this stage. These schools are as a rule poorly housed and badly furnished. The standard of instruction in these schools is moderate at best. The final examination of class VII is ordinarily held by the head master of the school who as a rule is anxious to show good results.

25. Some time back a three-year course in normal schools was provided for training of teachers for the Indian Middle Schools. That practice has since been abolished and the Indian Middle Schools have ordinarily teachers who have had no better qualifications—general as well as professional—than the teachers of primary schools. Abolition of the system of “the third year training” has deprived the Indian Middle Schools of properly trained teaching staff. At present the Indian Middle Schools have the same staff as any other primary school.

26. It has already been observed that while the Indian-English Middle School is allowed to have a separate existence, it is essentially a part of high school education. It does not mark a stage of education complete in itself. It is, therefore, needless to make any elaborate comments on the development of the Indian-English Middle Schools except that wherever they have come into existence they have shown a tendency to develop into regular high schools or, at any rate, to serve as feeders to one of the neighbouring high schools. The number of Indian-English Middle Schools which have a separate independent existence without the high school classes attached to them is 210 (1950) and enrolment in them numbers 29,519 (1950).

27. The number of high schools in this State has risen from 46 in 1912 to 254 in 1950. The enrolment in corresponding years was 3,598 and 93,991, respectively. Of the 254 high schools, 64 are managed by Government, 29 by local bodies and 161 by private agencies. The expenditure on high schools has risen from 4.02 lakhs in 1917 to 69.77 lakhs in 1950. Government's share has risen in the corresponding years from 1.33 lakhs to 32.91 lakhs. All high schools for girls and all high schools for boys of more than five years' recognised standing are aided by Government.

28. The following table indicates how various sources contributed towards the cost of high school education in the State:—

**Figures of 1950**

Source (1)	Figures in lakhs (2)	Percentage to the total expenditure (3)	
		Per cent	
1. Government funds .. ..	32.91	48	
2. Janapada funds .. ..	.003	..	
3. Municipal funds .. ..	1.97	3	
4. Fee income .. ..	29.67	42	
5. Private agencies .. ..	4.19	6	
6. Miscellaneous .. ..	1.00	1	
Total ..	69.77	100	

It will be seen that the large bulk of expenditure on high school education comes from Government funds and fee income. The contribution made by

private agencies is comparatively negligible. Private agencies are expected to meet the growing need for high school education in the State but obviously they have not the wherewithal to bear this imposed responsibility. Four years back it was found that the managers of private schools were unable to pay adequate dearness allowance to high school teachers and Government had to step forward to meet the brunt of the expenditure on this account. Government contributes Rs. 22 per month for compensatory cost of living allowance to every teacher in the high school and Indian-English Middle School and insists that at least Rs. 8 in addition shall be paid by the managers of these schools. Thus, the teachers in the secondary schools of the State are assured of a minimum compensatory cost of living allowance of Rs. 30 per month. The average annual cost of education of a child in high school in the State works out to Rs. 74 (1950).

29. The Board of Secondary Education which is a statutory body lays down courses of instruction for secondary schools and holds the High School Certificate Examination. The Board maintains the standard of education at the secondary school stage. Government provide the inspecting and supervisory machinery and financial assistance to private secondary schools.

30. Though the number of high schools has grown of late, provision of high schools is inadequate considering the needs of the State. The following table compares the development of high school education in the State with other major States in the country:—

Figures for 1948-49

Name of State	(1)	No. of high schools per lakh of population	No. of sq. miles per school	No. of successful candidates at the High School	No. of successful candidates per lakh of population or Corresponding Examination	
					(2)	(3)
1. Madras	..	..	..	2	141	67,901
2. Bombay	..	..	..	3	138	23,846
3. Uttar Pradesh	..	..	..	1	138	34,366
4. West Bengal	..	..	..	4	29	21,496
5. Bihar	..	..	..	1	141	12,861
6. Madhya Pradesh	..	..	..	1	592	4,646
7. Assam	..	..	..	3	242	2,392
8. Orissa	..	..	..	..	1	431
9. East Punjab	..	..	..	3	106	17,941
						145

31. It is recognised that secondary education is the weakest link in the system of education in this country. The Board of Secondary Education has been conscious of weaknesses of the system in the secondary education in the State. They have recognised the unique role which secondary schools will have to play in the life of a dynamic society which is determined to plan its future development. The Board has already prepared a scheme of reorganisation of secondary education consideration of which is one of the terms of reference of the committee.

32. The number of teachers in the Indian-English Middle Schools was 1,429 (1950) of which 569 were trained. The number of trained and untrained teachers in the high schools was 4,479 (1950) and 1,934 (1950), respectively. The annual output from the existing training Diploma Institutes is 256 trained teachers annually. The annual output from the training colleges of trained teachers for high schools is 192.

33. The State has two Universities, one located at Nagpur and the other at Sagar. Nagpur is the older of the two Universities which came into existence in 1923. It began as an affiliating University but it has since developed several teaching departments. It maintains a College of Law, a Training College for teachers, a department of Bio-chemistry, a department of Political Science, a department of Local Self-Government and Public Administration and a department of Geology. Besides these, the Nagpur University maintains the Laxminarayan Institute of Technology, funds for which are found from the generous endowment created by the magnificent donation of the late Shri D. Laxminarayan.

34. The University of Sagar came into existence in 1946. The establishment was largely due to a donation of Rs. 20,00,000 made by late Dr. Harisingh Gour. The University is both an affiliating and a teaching University. The jurisdiction of the University extends over the 14 Hindi-speaking districts of the State. The sources of income of the two Universities since 1946-47 are analysed in the statement below:—

(Figures in lakhs)

Source	1946-47		1947-48		1948-49		1949-50	
	Nagpur	Sagar	Nagpur	Sagar	Nagpur	Sagar	Nagpur	Sagar
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)
1. Government grants	1.13	1.0	1.90	7.89	1.45	7.91	1.68	8.09
2. Fee income	..	3.32	0.4	3.17	1.70	3.67	2.38	4.62
3. Interest from endowments.	..	0.1	..	0.64	1.19	1.54	2.85	0.95
4. Other sources	..	1.10	1.4	0.46	7.04	0.57	5.04	4.75
Total	..	5.55	2.9	6.13	17.27	6.88	16.87	9.61
								16.48

The table indicates that 53 per cent of expenditure on the university is found from fee income, 33 from Government funds and 13 per cent from private sources. The universities are depending almost entirely on Government contribution and on fee income. Their other sources of income are slender.

35. The number of colleges in the State has risen from 6 in 1912 to 39 in 1950 and the corresponding increase in the enrolment was from 878 to 9,548. The total expenditure on college education in 1917 amounted to 3.13 lakhs of which 2.03 were contributed by Government. In 1950 Rs. 52.09 lakhs were spent on college education of which Government's share is of

Rs. 37.75 lakhs. The sources of funds for college education for 1950 are indicated below:—

Sources	Amount (In lakhs)	Percentage to the total expenditure		
			(1)	(2)
1. Government funds .. ..	37.75	72		
2. Municipal funds .. ..	.01	..		
3. Fees .. .. ..	11.53	22		
4. Private funds .. .. ..	2.25	5		
5. Miscellaneous .. .. ..	.55	1		
Total ..	52.09	100		

36. The provision for education at the university stage in the State cannot be regarded as adequate. When the State has a proper educational system the claim for university education will increase considerably. The following table compares the provision of college education in this State with other major States in the country:—

Figures for 1948-49

Name of State	(1)	Percentage of enrol- ment in colleges to the enrol- ment in secondary schools	Enrolment in colleges	Output of graduates per lakh of population	संग्रह जनने	
					(2)	(3)
1. Madras .. .. ..	7	87	14			
2. Bombay .. .. ..	7	147	26			
3. Uttar Pradesh .. .. ..	12	88	18			
4. West Bengal .. .. ..	47	713	23			
5. Bihar .. .. ..	7	52	5			
6. Madhya Pradesh .. .. ..	6	43	11			
7. Assam .. .. ..	6	78	4			
8. Orissa .. .. ..	17	35	4			
9. East Punjab .. .. ..	11	84	25			

37. Technical Education in the State has till recently remained in a state of infancy. In 1912 there were 7 schools for handicrafts with 286 pupils in them. In 1950 there were 14 schools with a total enrolment of 696. The expenditure on these schools has risen from 0.60 lakhs in 1917 to 1.60 lakhs in 1950,—Government's share in the respective years being 0.36 lakhs and 1.36 lakhs. Most of the institutions are either maintained or substantially aided by Government. The present state of these schools is far from satisfactory and they need to be developed with a view to serve some specific objective in

the economic life of the State. It would be necessary to convert some of them at least into good junior technical or trade schools of the type recommended in the Abbott and Wood Report. In recent years big leaps in the field of technical education have been taken by the—

- (1) establishment of Laxminarayan Technological Institute;
- (2) establishment by the Government of India of a technical institute for the training of adult civilians at Koni in Bilaspur district;
- (3) development of the Engineering School at Nagpur; and
- (4) establishment of the Engineering College at Jabalpur.

38. The scheme for social education was launched in the year 1948 with a view to educating the adult illiterate and making him conscious of his responsibilities in the democratic society. Education has been carried to the illiterate masses not merely through the agency of reading and writing but through other modern audiovisual means of education. Endeavour has also been made to integrate the rural society and to mobilise its energies for social and economic betterment of the community. The scheme during the last 5 years has cost the State Rs. 1.03 crores, 1,311,602 men and 393,600 women have undergone the course in social education and the number of persons brought under educational influence is very much larger. The average cost of providing social education to the State works out to Rs. 6 per head.



सत्यमेव जयते

## CHAPTER IV.—REORGANISATION OF THE SYSTEM OF EDUCATION IN THE STATE

### I.—STRUCTURE OF THE SYSTEM OF EDUCATION

The country must have the type of schools which will serve its ends and advance its moral and cultural progress. In recent years much serious thought has been given to the study of the type of school which is best suited to the needs of our country. Mahatmaji's pronouncement on the ideology of Basic Education was the first bold interpretation of what the nation expected of its schools. According to him—

- (i) seven years of schooling was essential for all children in the country;
- (ii) education during this period should centre round some productive craft-work which will not merely enable them to acquire skills and habits which will stand them in good stead in life, but also develop their intelligence and personality and make them efficient and useful citizens of the country; and
- (iii) the school should function as a co-operative community striving for peace and mutual understanding and goodwill.

Mahatmaji's doctrine was a challenge to the existing methods of formal education and at the same time a bold bid to solve to some extent the most vexing problem of financing education. Mahatmaji stressed that the intensive craft-work done by the pupil in the school should enable him to earn his day's wages and thus make him self-supporting during the period of his schooling. Mahatmaji's views on education were carefully unfolded and interpreted by the Hindustani Talimi Sangh which also initiated significant experiments in the field of basic education.

Another important event in the recent history of education was the preparation by the Central Advisory Board of Education of a comprehensive plan for educational development in the country. This report visualised in complete detail the structure of the educational system which the country must have and the way in which the programme of planned national education can be materialised. The problem has been further considered by expert committees of the Central Advisory Board of Education and by a conference of Education Ministers convened by the Ministry of Education, Government of India, in 1948. The University Commission Report has also made important recommendations relating to the type of education which the country must have. The draft report of the Planning Commission offers valuable suggestions, though of a very general nature, in respect of planning for education. The school must become a significant instrument for shaping the destiny of the country and for the realisation of its planned objectives and cherished ideals.

While so much thought has been bestowed on education, the system of education in Madhya Pradesh has remained more or less unaltered. There have undoubtedly been courageous endeavours to strike new paths and in this respect the Vidya Mandir Scheme, the establishment of Kala Niketan and the Science Core High School and the Social Education Scheme are some of the measures which merit respectful mention. It is, however, realised that patch work remedies will not give to the system the vitality it requires and a radical change is needed to overhaul the entire system in order to enable it to meet

the stress of the altered conditions of national life. Some of the more urgent alterations required in the system of education in the State are discussed below.

### i. Primary Education.

(a) The course of primary education in Madhya Pradesh is of 4 years duration. It is followed by a 3-year course of education in the Indian Middle School. A full Indian Middle School consists of 4 primary and 3 middle school classes. The present system, however, regards the 4-year primary course of education as an independent and self-contained unit. The syllabus and text-books for primary schools are prescribed by the State Government while those for Indian Middle Schools are prescribed by the Board of Secondary Education. The Indian Middle School tends to be classed as secondary rather than as primary stage of education. The present position is obsolete and untenable and is in urgent need of re-orientation. The Central Advisory Board of Education has repeatedly emphasized that the minimum period of schooling for all children in the State should be of 8-year duration. The Constitution of India also lays down as one of its directive principles that the State shall endeavour to provide free and compulsory education to children up to the age of 14 years.

(b) The Central Advisory Board of Education conceives of Basic Education in two stages. The junior stage comprises of the first 5 years of the course of basic education and the second, the senior, consisting of the remaining 3 years. It is visualised that there will be a break after completion of the junior basic stage, i.e., at the age of 11, when certain selected pupils will be transferred to high schools and the remaining will continue their education in the senior basic school. The scheme also provides for the transfer to high school of some pupils after they complete the senior basic education course. It has, however, been emphasised that a full eight-year course of basic education should be conceived of as a continuous and self-contained course and this principle has been generally approved. The Conference of Education Ministers held in 1948 also approved of this view and also accepted the principle that if the States find it impossible to provide full compulsory education of eight-year duration because of the difficulties of finance or personnel or some other difficulty, they should endeavour in the first instance to provide for compulsory education of five years duration, that is, up to the completion of the stage of junior basic education.

(c) Primary education in this State needs immediate re-orientation in accordance with the provision made in the Constitution of India and with the agreed educational opinion in the country. Accordingly, the duration of primary education should be of eight years and it should be designed to suit the special requirements of the children during their life-time between the ages of six and fourteen. The eight-year course of primary education should be self-complete and continuous except that it must be conceived of in two stages, namely,—

- (i) the junior primary stage, comprising of the first five years of the course meant for children of the age-group of 6 to 11;
- (ii) the senior primary stage comprising of the remaining three classes meant for children of the age-group of 12 to 14.

There should be a break at the conclusion of the junior primary stage and selected pupils completing this stage of education should be transferred to high schools for receiving higher education. The remaining children should proceed

to the senior primary stage of education. This proposal carries with it the consequence that the duration of the course in the existing primary schools will be raised from 4 to 5 years and that education in the Indian Middle Schools will be a continuation of what is provided at the primary stage. Provision of a break at the conclusion of the junior primary stage has a further advantage from the organisational point of view. Madhya Pradesh has a very large number of poorly populated villages which are scattered all over the State. Most of these villages do not have sufficient school-going population to support a full-fledged primary school. It is, therefore, visualised that a very large number of villages in the State will have junior primary schools which will serve such villages as are within easy reach. Groups of junior primary schools will serve as feeders to central senior primary schools which will be located in the more prosperous and central villages. The senior primary school will be partly a residential school and will provide for the final stage of primary education to the children passing out of the feeder schools.

It is necessary that education at the primary school stage should be co-educational except to the extent that in central schools, wherever necessary, separate hostel accommodation should be provided for boys and girls. It is realised that provision of separate schools for girls at the primary stage has been wasteful and has resulted in complicating the administrative machinery. It is further realised that the principle of maintaining separate primary schools for girls has excluded girls from the benefits of compulsory education where such education has been introduced in the State. The demand for the education of girls has grown so rapidly that it has not been possible for the State Government and the local bodies to provide sufficient number of separate schools for girls and the result is that a very large number of girls are already enrolled in schools for boys. Thus, circumstances have forced co-education on the State and we see nothing wrong in it. From a purely educational point of view, co-education at the primary stage is a sound and healthy principle. We recommend that the State Government should accept this principle as a matter of policy.

For a large number of pupils in the State completion of eight-year course of primary education would mark the termination of their schooling. Some of the children completing the primary stage may proceed to high schools for receiving further education and the system of education should enable such transfers. Other pupils completing the primary stage may join a handicrafts school or a normal school which will train teachers for primary schools.

The term "primary education" has been deliberately used to cover this stage of education, that is, the education of the children of the ages of 6 to 14. We realise that this stage of education is described as "Basic Education" in the Report on Post-War Educational Development of India and in other Reports of the Central Advisory Board of Education. We, however, consider it most desirable to describe this stage as that of primary education. The main purpose of retaining the term "primary education" is that it merely indicates the stages of education and keeps the description of that stage free from any ideological complication. It is always open to adopt any educational ideology so far as the content of education at this stage is concerned; but it is desirable not to complicate the nomenclature of the stage by adopting a term which is associated with any of the known ideologies of education.

## 2. Secondary Education.

(a) High school education is rightly considered to be the weakest link in the chain of education. The Secondary Education Board of Madhya Pradesh has been conscious of this and they have done serious thinking on the re-organisation of this stage of education. They have produced a valuable Report, which has received due consideration by this Committee. Several developments, however, have taken place since the Reorganisation Committee of the Secondary Education Board of Madhya Pradesh made its Report and Government of India have since decided to appoint a National Commission to enquire into the affairs of secondary education and make a report on its reorganisation. In these circumstances, we experience some difficulty in expressing our views on the reorganisation of secondary education. There, however, are certain fundamental issues relating to this stage of education in respect of which possibility of controversy is remote and the consideration of which we can ill afford to postpone. We consider it necessary to deal with them briefly and indicate our views on them.

(b) The Report of the Central Advisory Board of Education on Post-War Educational Development has rightly stated that the normal age of admission to the high school should be about 11, that is, after the child has completed 5 years of junior primary course. It has also been recommended that entry to high school should be made on a "selective" basis and only those pupils should be admitted to the high school who show promise of taking full advantage of the education provided in it. Additional places may be provided for those not selected provided that no cost falls on public funds. The Report of University Commission has recommended that the standard of admission to the university course should correspond to that of the present intermediate examination, that is, after the completion of 12 years of study at a school and an intermediate college.

(c) The Report of the Central Advisory Board of Education on Post-War Educational Development, the Report on the Re-organisation of Secondary Education of the Secondary Education Board, Madhya Pradesh, as well as the University Commission Report, are emphatic in their recommendation that high school education should not be dominated by the requirements of university education. The high schools should provide self-contained courses of education suited to the special needs of the period of adolescence, the varying aptitudes of the youth in schools and to the needs of the society in which they will have to play their role as citizens. While one of the important functions of the high school should be to train pupils of the right type for entry into the university, that should not be its sole function. High school education must also consider the requirements of those pupils who terminate their education after completion of the high school stage and seek employment in life.

(d) The principle of admission of pupils into the high school at the age of 11, i.e., after the completion of the junior primary stage, is unexceptionable. While the selective principle in regard to entry into high school is inherently sound, it is doubtful whether in the present stage any suitable machinery can be devised for enabling reliable selection. This is a direction in which well planned and directed experiments should be immediately undertaken by the training colleges and the departments of psychology. Care however, must be taken to see that **as far as possible** only such **pupils are admitted to the high school course as are likely to derive the maximum advantage**

from it. It is also necessary to make the system of high school education so elastic as to enable entry of children into high school after they complete the senior primary stage of education. It is visualised that quite a few children will seek admission to high school after they complete the senior primary stage of education and this entry should not be barred.

(e) The Central Advisory Board of Education has recommended that the high school course should cover a period of six years. The University Commission has recommended 12 years of schooling prior to admission to the university. The University Commission has also recommended that the standard of admission to the university should correspond to that of the present intermediate examination. It thus becomes necessary to have a seven-year course of education at the high school stage and to raise the standard of instruction at that stage to that of the Intermediate Examination.

(f) It is realised that all those who enter the high school may not like to reach the intermediate standard and qualify for entrance to the university. They may be content to receive education up to the present matriculation stage. The University Commission has also recommended that in order to divert students to different avocations after 10 to 12 years of schooling, a large number of occupational institutes should be opened. It is, therefore, desirable to provide for a break after completion of ten years schooling, that is after completion of five years schooling in a high school. Taking all these factors into consideration, we consider it necessary that there should be the following three stages in high school education :—

(i) *Middle School Stage.*

This stage should comprise of three classes, *viz.*, VI, VII and VIII, which should correspond more or less to the senior primary stage of education. Instruction at this stage should be more or less on the lines of what is imparted in the senior primary schools but re-oriented with a view to enabling pupils to receive further education at the high school stage.

(ii) *Junior High School Stage.*

This should be a two-year course comprising of classes IX and X. The standard of instruction at this stage should correspond to the present matriculation standard. There should be a public examination after completion of this stage and those pupils who wish to terminate their education may do so after completing this stage of education. It is not suggested that this examination should be compulsory for all who complete this stage of education. It is not intended to be a qualifying examination for entrance to the senior high school. It should be possible for a pupil to proceed to the senior high school stage without qualifying himself at the public examination proposed to be held after the completion of the junior primary stage. The purpose of instituting the examination is to enable those who wish to leave the school after completing the junior primary course to do so with a proper qualifying certificate which will help them to secure suitable occupations in life.

(iii) *Senior High School Stage.*

This should be a two-year course comprising classes XI and XII. The standard of instruction at this stage should correspond to the present intermediate standard.

(g) High schools should provide a large variety of courses. The Central Advisory Board of Education has visualised two main types of high schools—"the Academic" and "the Technical". A large variety of courses suited on

the one hand to the varying aptitudes of the pupils and on the other to the opportunities available in the economic setting of the society should be provided at the high school stage. Moreover, provision should be made for enabling entry of students who complete the junior high school stage into one or the other of the occupations available in society.

### 3. University Education.

(a) The Report of the University Commission has made a valuable contribution in respect of laying down the structure of the various types of the universities that are suited to the requirements of the country. The Commission have argued against the existence or the establishment of a purely affiliating type of university. The University Commission considered that "it was a very unfortunate incident or accident that India should have adopted for the model—this type of London University, just before the London University itself abandoned the type". There is a scope in India for the following types of universities :—

- (i) Teaching universities,
- (ii) Federative universities, and
- (iii) Teaching and affiliating universities.

(b) The Commission have pointed out that the unitary or teaching type of the university has limitations and that it fails to retain its unique advantages if the enrolment of the university exceeds 2,500 pupils. The federative type of the university provides for a great deal of adjustment of work of the teaching departments of the university and other constituent college. In a federative university each constituent college may provide for instruction in the common subjects of the first degree in Arts and Science for its students. "The rarer subjects should be taught either by the university in central departments or (by agreement between the colleges) one college could provide the course in such a subject for students of other colleges as well."

The teaching and affiliating universities perform both the functions of teaching as well as providing affiliation to the colleges located within the jurisdiction prescribed for the university.

(c) The University Commission have further recommended that the course for the Bachelor's degree in science or arts, whether for Pass or Honours, should be of three years duration. The Master's degree should be taken in one year by the Honours candidates and in two years by the Pass candidates.

(d) The Commission have also recommended that Government colleges should be gradually transformed into constituent colleges of the university. The Commission have made a special recommendation in respect of the two Government colleges located at Nagpur. The Report observes :

"The expansion of the teaching side of the University can be effective only with the help of the staff and equipment of the two Government institutions at Nagpur, and it is for the Government to see how post-graduate and research work can be carried on at Nagpur under the most favourable conditions. Plans similar to those suggested in Madras for the Presidency College may be adopted for the Nagpur Mahavidyalaya and the Science College with some modifications which would obviate the chances of any conflict between the University and the Government."

In the case of the Presidency College, Madras, the Commission have endorsed the expert view that the college should be administered on behalf

of the Government by a Governing Body and that the college should be manned by professors and lecturers of high calibre. The Commission have emphasised the necessity of a great deal of co-operation and understanding between the Government and the University particularly in respect of avoiding duplication of teaching and research work and suggested that the University should be in charge of the post-graduate teaching and advanced research in Arts and Science at the University centre.

(e) Considering the requirements of the State of Madhya Pradesh in the light of the recommendations of the University Commission, the following measures are considered necessary:—

(i) The Nagpur University which at present is essentially a teaching university should become a teaching and affiliating university and that it should be the only affiliating university in this State.

(ii) As recommended by the University Commission, the two Government Colleges, *viz.*, the Nagpur Mahavidyalaya and the College of Science, Nagpur, should be gradually transformed into constituent colleges of the Nagpur University. It may even be necessary to transfer these two institutions to the Nagpur University to enable the university to develop its teaching departments and provide for post-graduate studies and research on a proper basis. Besides developing its teaching side, the Nagpur University should be the only affiliating university in the whole State.

(iii) The University of Sagar is at present partly a teaching and partly an affiliating university. It is necessary that the scope of this university should be limited to that of a teaching university for which it is suited. It should cease to exercise affiliating functions.

(iv) Establishment of a university at Jabalpur is long overdue. There has been a considerable development of education in this town and several new colleges, teaching a wide range of subjects, have come into existence. The town has one of the oldest colleges in the State providing instruction in Arts and Science subjects. It has a private college teaching Arts subjects, an old establishment of Training College for teachers, a College of Commerce, an Engineering College and a Veterinary College. This town is ideally suited for the establishment of a university of federative type and a stage has been reached when provision of one should not be delayed. The University Commission expressed the view that "Sagar does not have the traditions for higher education that Nagpur and Jabalpur have".

(v) Another possible centre for the establishment of a university is Amravati. In course of time, it will be necessary to consider the establishment of a teaching university at Amravati. At present it would suffice if provision of instruction in post-graduate and research work is concentrated only at three centres, *viz.*, Nagpur, Jabalpur and Sagar.

(vi) The university and its constituent and affiliated colleges should not undertake teaching of the intermediate stage. We have already suggested the reorganisation of secondary education so that the senior departments of high schools will impart instruction which will correspond to the present intermediate standard. We further endorse the recommendation of the University Commission that the candidates entering the university should undergo a three-year degree course for the Honours or Pass degree. The Master's degree should be taken in one year by those who have secured the Honours degree and in two years by those who have secured the Pass degree.

(vii) Strong views were expressed in the course of our deliberations against formation of linguistic universities. One of the members—Shri Dada Dharmadhikari—was strongly of the opinion that the medium of instruction in all the universities in India and for all higher education should be Hindi and no other language. It was, however, considered that the universities of the type proposed by us will meet varied requirements of the State. The universities will no doubt lay down their policies in respect of the medium of instruction in the light of the recommendations in this regard of the University Commission.

(viii) Colleges up to the degree standard may be opened at such district headquarters where there is a justifiable demand for them. Strictest care, however, should be taken to ensure that only such colleges come into existence as can maintain high standards of instruction and provide suitable atmosphere for collegiate education. Conditions of affiliation of such colleges should be laid down with care and should be rigorously enforced. The tendency which is very frequently observed of leniency amounting almost to weakness in considering affiliation of colleges and of granting recognition to colleges that do not deserve it must be stoutly resisted.

(ix) It was considered desirable that certain minimum endowment for each college seeking affiliation to the university must be insisted upon and the conditions of affiliation should include a statement of the prescribed scales of pay for teaching staff of the college. In particular, it was considered essential that no college should be opened unless there is a reasonable assurance that the total enrolment in it will not be less than 300 pupils and that the teaching staff shall be given scales of salary not less than those indicated below:—

- (i) Principal—Rs. 400—20—600.
- (ii) Senior Lecturers—Rs. 300—15—500.
- (iii) Junior Lecturers—Rs. 200—10—400.

One of the conditions of recognition should also be that for every four posts of junior lecturers, there should be atleast one post of senior lecturer.

#### **4. Technical Education.**

(a) The structure essential for a proper system of technical education has been admirably worked out in the Report of the Central Advisory Board of Education on Post-war Educational Development. The function of technical education is two-fold: one is to provide suitable form of education for boys and girls in ordinary schools, whose natural abilities can best be developed by instruction on practical lines and the other is to train skilled personnel of various types and grades needed by industry, agriculture and commerce.

(b) We have already suggested that practical training in some craft should form an essential part of instruction at the primary stage. Training in crafts at this stage will not be technical training in the proper sense of the term. It will essentially be a part of their general education. The main objective of this provision is that all citizens of the country must acquire some form of manual dexterity and capacity to do some practical work. The vast bulk of the labour for industry and agriculture will come from the primary schools. We have also suggested establishment of technical high schools which will provide training in agriculture, engineering, commercial arts, commerce and other practical subjects at the high school stage. This training will be a part of liberal education for those pupils whose natural abilities can best be developed by instruction on practical lines. We have

also suggested some form of practical training in gardening, manual training and other practical subjects for all pupils who receive literary and scientific education at the high school stage. Thus, in the reorganisation which we have proposed for primary and high school education, we have given due regard to the need of training of the youth in practical subjects and we have emphasised the need of special type of training for those who have natural aptitude for instruction on practical lines. Thus, the structure of education proposed by us provides for education of a practical nature from the earlier stages and for curriculum which would give boys and girls familiarity with practical as well as academic subjects.

(c) The Central Advisory Board of Education has recommended the opening of three types of technical institutions :—

- (i) junior technical or industrial or trade schools,
- (ii) technical high schools, and
- (iii) senior technical institutions.

The junior technical or industrial or trade schools are proposed on the model recommended in the Report of Abbott and Wood. These schools will train the skilled workers for industries. A complete line-plan of the junior technical school has been indicated in the Report of Abbott and Wood and we endorse the recommendations made in their report. We lay special emphasis on the establishment of junior technical or trade schools, and conversion of some of the schools of handicrafts in the State on the pattern of the proposed junior technical schools. We also propose that institutions of this nature should be opened for training agricultural workers as well as for skilled personnel for art in relation to industry.

(d) We have discussed at length the urgency of establishment of technical high schools. The idea of a technical high school is new and a good deal of experimentation and thinking will be necessary to give proper shape to such schools. We place considerable hope in the establishment of technical high schools because we are confident that it will give opportunities of fullest development for those pupils whose aptitude is essentially practical. We also recommend the establishment of good agricultural high schools in suitable places preferably in rural surroundings. In the same way, technical schools providing instruction in commerce and fine arts should be encouraged because they will fill in a gap in education which is obvious in the present structure of education.

(e) The All-India Council of Technical Education has evolved the type of senior technical institution which the country needs. They are now called "Higher Technical Institutions" and it is proposed to open five such institutions in the country. The first of them is already opened at Kharagpur. The All-India Council of Technical Education awards diplomas in various technical subjects. It is proposed to maintain very high standards of technical education in higher technical institutions because it is felt that if higher education is worth-while, it must not admit of inferior standards. Higher technical education may run on two parallel lines: one which is imparted by the universities in the engineering and technical colleges and the other imparted in national higher technical institutions such as the one established at Kharagpur. These institutions will produce the higher executive and managerial personnel for industries. In this respect, the State is fortunate in having an Engineering College which provides training for the degree courses of the

university as well as for national diplomas awarded by the All-India Council of Technical Education. The Engineering College at Jabalpur needs to be strengthened and developed to the fullest so that it may have the very best of staff and equipment and that it may be able to offer the best facilities for training of technical personnel as well as for undertaking the highest research in technical and industrial subjects. We also realise the valuable work that is being done in the Laxminarayan Technological Institute at Nagpur and in respect of this institution, we endorse the recommendation of the University Commission that "there is ample opportunity for co-ordinating the work of the Science College with that in the Laxminarayan Institute", and that "it is for the Government to see that adequate help is given to the university to utilise the bequest in the most satisfactory fashion and build up a great centre of teaching and research in the Basic and Applied Sciences".

(f) We feel that the Engineering School at Nagpur does not conform strictly to one or the other pattern of technical institutions proposed by the Central Advisory Board of Education. We, however, find that it is serving a valuable purpose in supplying the type of personnel which is most needed in the field of civil, mechanical and electrical engineering. It would be desirable to strengthen this institution to enable it to serve its present purpose better and gradually to develop it into a polytechnical institute.

(g) We lay special emphasis on providing education in agriculture. We are sorry that institutions corresponding to the junior agricultural schools and agricultural high schools do not exist. We are not convinced about the utility of the manner in which agriculture is taught as an optional subject in some of the existing high schools. It will be necessary to fill up this big gap in the structure of education in the State by opening a few well equipped and staffed junior agricultural schools and agricultural high schools. We endorse the recommendation which has been made in this regard in the Report of the Reorganisation of Secondary Education in Madhya Pradesh, which has emphasised the need for the establishment of high schools where agriculture will be the core of high school education.

(h) Some of the industrial schools and schools of handicrafts in the State provide valuable instruction in some of the cottage industries such as weaving, "niwar" and "dari" making, cane-work, making of toys, leather works and shoe-making and several other crafts. A proper scheme for training in arts and crafts has still to be prepared and we recommend investigation into this need. Training in arts and crafts and cottage industries will be in relation to the requirements of the environment, the supply of raw material and marketing conditions. The need in this respect will vary from area to area. Opportunities available in different areas may also vary with the supply of electric power. A careful investigation of the need for training in arts and crafts and minor industries is considered very essential and it is not possible for us to give definite opinion on how this training should be provided. For our purpose, it would suffice if we indicate the urgent need for training in these subjects in the State and for provision of institutions of the right type which will provide this training.

## 5. Social Education.

(a) It is fortunate that the State has launched a scheme of social education. It is generally agreed that social education must constitute an integral part of the system of education in this country. Social education is necessary

for any State, however enlightened it may be, and it is more so in our country because the vast masses of people are steeped in ignorance and are utterly unconscious of their social context and social responsibilities. An ignorant population cannot make an effective democratic society and as the country has chosen to organise its life on the democratic pattern, education of the vast masses and liquidation of ignorance is absolutely necessary. Democratic life will remain insecure unless the masses are educated and their intelligent participation in the affairs of the society becomes possible. It will take long time for the masses to learn the tools of knowledge and become literate. Literacy may have to wait till adequate personnel and funds are available to enable all illiterate adults to become literate. Proper education of the people, however, need not and cannot await the attainment of literacy. Every man born is educated by his home, his society and his environment and none, however, illiterate he may be, ever escapes education. The choice is not, therefore, between education and no education but between good education and bad education. Education of the vast masses cannot be left to be conditioned by the weak and whimsical social forces that exist in the present society or the more powerful ones that may try to dominate it for one purpose or another. An uneducated society is a plus spot which would remain a perpetual menace to social security. Thus conceived, social education is at once a process of liquidating ignorance and of social reconstruction or creation of social environment in which the possibility of bad education will be excluded.

(b) While literacy should go ahead with as great a speed as possible, education must reach the masses through other means which are envisaged in the scheme of social education. Structurally, the existing educational institutions should become the live centres of social education providing centres of community interest and community enlightenment.

## II.—AIMS AND STANDARDS OF EDUCATION

### (1) General.

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Organisational changes necessary at the primary, high school and collegiate and other levels have been discussed in the preceding paragraphs. These alterations, however, in themselves will be of small use unless they are accompanied by equally important qualitative changes in methods and standards of instruction at various stages. It is essential to lay down in general terms the aims of education and the standards of attainment for each stage of education in order to be able to estimate its other requirements accurately. The following paragraphs discuss the aims of education and curriculum for the primary and high school stages. It is needless to consider these issues so far as university education is concerned because the Report of the University Commission has thrown ample light on the subject and the recommendations made by the Commission are such as command general acceptance. Similarly, the All-India Council of Technical Education has indicated from time to time what standards have to be reached in the field of technical education at various stages and their expert guidance in such matters is of very great value.

### (2) Aims of Primary Education.

(a) One of the main and valid criticism levelled against the system of primary education in vogue in this State is that it is aimless. An attempt was made to define the aims of primary education in rather feeble terms

when, what is known as "The Revised Primary Syllabus" was prepared in 1936. The aim of primary education was defined as—

"Primary Education should aim at ensuring literacy of a such type that it will not easily lapse after the pupil has left school. It should lead to the formation of healthy and hygienic habits of body and mind, and should also provide instruction in subjects which will give the pupil a living interest in his environment, and provide useful and attractive occupation for his leisure hours."

(b) It is essential to be very clear about the aims of primary education because the essence of educational endeavour lies in unrelenting pursuit of those aims. All educational activities including the curriculum, syllabi and organisation of extra-curricular activities must be so organised and integrated as to help realisation of the defined aim of education. It is not easy to evade commitment to a philosophy of life in defining the aims of primary education. We endorse the following statement of the aims which are consistent with reason and with the Indian view of life.

Primary education should aim at providing environment and activities which are especially suited to the peculiar physical and psychological requirements of the pupils during the period of their life-time between the ages of 6 and 14 and which are essential to the development of character and of moral attitudes, refined tastes, healthy habits and useful skills. Such activities are required for unfolding, enriching, integrating and orienting personality and for developing physical, intellectual, moral and creative powers to the utmost the pupil are capable of. The real goal of education is the development of a free mind and, as Sir Percy Nunn observes, "freedom for each to conduct life's adventure in his own way and to make the best he can of it is the one universal ideal sanctioned by nature and approved by reason; and that the beckoning gleams of other ideals are but broken lights from this\*."

2. The pupil at this stage of education should be enabled by activities suited to his mental and physical growth and to his special interests and aptitudes to acquire an outlook on life which is essentially social and humane. He should be guided to cultivate the spirit of self-enquiry, sympathetic and tolerant understanding of other fellow beings and love for all that ought to be loved. His understanding and regard for others should inspire good manners, courteous behaviour and spirit of service.

3. It is particularly necessary at this stage to train emotions and to take note of those irrational factors such as ignorance, selfishness, hate and sense of inferiority, which tend to sway human behaviours, obscure understanding and disfigure human relationship. "The citizens of tomorrow will be citizens of a more complex and more difficult world than that of yesterday. Social contacts are becoming more frequent and more varied, and children will need to learn to mix with a greater variety of types of individuals than their parents probably knew and to understand the point of view of people in other lands besides their own. They will need, moreover, to accommodate themselves to sudden changes of process and method in the occupation they are likely to take up and even to be prepared to transfer themselves from one occupation to another and from one part of the country to another†". The circumstances of the new society are likely to occasion tensions and the process of education should aim at the elimination of this possibility by

\* Education—Its Date and First Principles.

† Handbook of Suggestions for Teachers (His Majesty's Stationery Office).

proper emotional training. "Wars begin in the minds of men and the first defences of peace should be erected in the minds of men". The essence of education at this stage should be to effect a complete change of heart, sublimation of irrational fears, diversion of aggression to useful purposes and turning of hate into love and general goodwill. This change of heart is necessary for personal refinement of the individual as well as for cultivation of the traditional Indian ideal of "वसुधैर् कुटुम्बकम्" universal brotherhood and faith in the methods of peace and non-violence for settling individual, group and national differences.

4. It is equally essential to inculcate in the child a spirit of burning patriotism and profound loyalty to the ideals which the country stands for and which are embodied in "The Constitution of India". But the spirit of patriotism should not be blind nor should it be confined merely to waving of national flags and singing of national songs. It should be deeply rooted in a clear and reasoned understanding of those traditions of the country and its culture and social life which constitute its richest heritage and a faith in the social and spiritual values in which institutions in the country are founded. The child should also cultivate discerning judgment and staunch courage to stand by the values which have enabled society to survive and by the ideals which the country strives to realise.

5. The pupil should be afforded ample opportunities through a variety of activities suited to his abilities of cultivating good taste. He should learn to discern and appreciate beauty in all forms and to create things of beauty to the extent that his capacities will permit. Aesthetic sense, if rightly evoked, will create in the mind of the pupil intolerance not merely of what is ugly in form or colour but also for what is wrong, untruthful and unjust. Acquisition of aesthetic values is essential to personal refinement, to purity of life and conduct, to raising of the cultural level of life and promoting creative self-expression. The child at this stage should drink deep of beauty in all forms of thought, speech and deed and should actively and joyously participate in creating, according to his own measure and inclination, things of beauty. These activities will help in sublimating the savage emotions and urges into creative fields and in building up of emotionally stable and well adjusted personality. To this end, training in music and dancing, drawing and painting, drama and elocution and arts and crafts is indispensable to primary education.

6. Education is training in the art of living and as the best part of life is governed by habits of thought and behaviour formed during its earlier period, formation of good habits becomes one of the main concerns of primary education. The pupil should be trained to acquire habits of clean, healthy and systematic living and of taking such bodily exercise as is essential to building and preservation of strong, efficient and beautiful body. The need of formation of good personal habits such as those of regularity, punctuality, perseverance, thoroughness, resourcefulness, self-control, attending to one's own requirements, intense living and turning every minute of existence into something useful or good cannot be over-emphasised as they are most essential for building up of disciplined personality.

7. Education should also aim at providing opportunities for developing sound mental habits such as those of concentration of attention, accurate observation, methodical and rational thinking, correct and penetrating appreciation of any complex situation and sound and unfettered judgment. Social habits

of regard and courtesy to others also need to be cultivated with utmost care. The child should learn to hear and understand what others say, to express what he has to in brief, clear, cogent, effective and pleasant manner in speech and in writing, and to talk intelligently with ease and grace. Performance of normal civic and social duties should also become matters of habit. The most significant of social and moral habits are those of 'playing the game', unquestioning obedience to the decision of the referee, and taking victory and defeat with good grace. The most assiduous and scrupulous attention and care need to be devoted to enable the children in the primary school to cultivate these infallibly. Moral habits need to be cultivated with no less care and should be so firmly planted that the pupil will automatically be truthful and clean in his dealings.

8. Primary education should further aim at providing opportunities and activities which are essential to develop and acquire mental and practical abilities and skills required for a useful worker and clear thinker. All tasks require skill and ability to perform them with ease and lack of effort. Whatever the pupil does, he should learn to do it gracefully. He should learn to cultivate skill in reading and writing, solving a mathematical problem, taking measurements, collecting material and data for a science or geography lesson with such care as is also necessary for cultivating skill in games, athletics and other physical activities. Education cannot ignore the fact that the child will at a later stage have to earn by the sweat of his brow and that he will have to create in order to earn and to live. The pupil should, therefore, learn to attain excellence in performing useful and suitable forms of practical and creative work. To this end it is necessary to give the pupil opportunity of acquiring a wide range of practical interests and to inspire him with a sense of devotion to hard work, joy of achievement and taste for good finish. His natural interests need to be diverted to a variety of useful activities which will develop fine perceptual sensibility, creative imagination, co-ordination of the hand and eye and that of the body and mind. Acquisition of skill presupposes interest of the child in his task, knowledge of the essentials required for its performance, aesthetic appreciation of the end and dexterity in the manipulation of suitable tools. There can be no development of personality without acquisition of skills, because a person is known by the way he addresses himself to his task and the ease, grace, refinement and taste which he brings to bear on it.

9. The main educational value need to be sought through the acquisition of skill of practical nature are—

- (i) implanting in the mind of the pupil a sense of the dignity of labour and love for hard manual work;
- (ii) the cultivation of the artist's conscience of doing one's very best and keenly enjoying one's work; and
- (iii) the adjustment of the pupil to his living social environment and the realisation of the social value of practical and productive work in its technical, economic and educational aspects.

These values may ultimately lead to the development of the sense of duty which, as Dr. Whitehead observes, "arises from our potential control over the course of events. Where attainable knowledge could have changed the issue, ignorance has the guilt of vice\*". Seeds of the delicate sense of professional

morality can be securely planted by proper training at this stage so that later in life the pupil may appreciate what Bacon observed : "I hold every man a debtor to his profession ; from the which as men seek to receive countenance or profit, so ought they of duty to endeavour, by way of amends, to be a help or ornament there unto". It is cultivation of this fine sense which ultimately inspires men to attain excellence and to create things of lasting value in all fields of human endeavour. It was the lure of the human spirit for lofty and lasting creation which emboldened Leonardo Da Vince to observe : "Shun those studies in which the work which results dies with the worker". In the little activities in the primary school directed towards acquirement of skill are rooted the foundations of the noble ideal of perfection of the human spirit enshrined in the teaching of the Gita : "योऽस्तु कर्मसु कोशलम्" "Self realisation lies in cultivation of skill in work".

(c) In this connection, it will be most appropriate to draw attention to the English view of the aims of primary education as given in Code of 1904 to 1926 :—

#### Code of 1904—1926--

"The purpose of the Public Elementary School is to form and strengthen the character and to develop the intelligence of the children entrusted to it, and to make the best use of the School years available, in assisting both boys and girls, according to their different needs, to fit themselves, practically as well as intellectually, for the work of life.

"With this purpose in view it will be the aim of the School to train the children carefully in habits of observation and clear reasoning so that they may gain an intelligent acquaintance with some of the facts and laws of nature : to arouse in them a living interest in the ideals and achievements of mankind, and to bring them to some familiarity with the literature and history of their own country ; to give them some power over language as an instrument of thought and expression, and, while making them conscious of the limitations of their knowledge, to develop in them such a taste for good reading and thoughtful study as will enable them to increase that knowledge in after years by their own efforts.

"The School must at the same time encourage to the utmost the children's natural activities of the hand and eye by suitable forms of practical work and manual instruction, and afford them every opportunity of developing bodies, not only by training them in appropriate physical exercises and encouraging them in organised games, but also by instructing them in some of the simpler laws of health.

"It will be an important though subsidiary object of the School to discover individual children who show promise of exceptional capacity, and to develop their special gifts (so far as this can be done without sacrificing the interests of the majority of the children), so that they may be qualified to pass at the proper stage into secondary schools, and be able to derive the maximum of benefit from the education there offered them.

"And, though the opportunities are but brief, the teachers can yet do much to lay the foundations of conduct. They can endeavour by example and influence, aided by the sense of discipline which should pervade the School to implant in the children habits of industry, self-control and courageous perseverance in the face of difficulties ; they

can teach them to reverence what is noble, to be ready for self-sacrifice, and to strive their utmost after purity and truth; they can foster a strong sense of duty and instil in them that consideration and respect for others which must be the foundation of unselfishness and the true basis of all good manners; while the corporate life of the School, especially in the play-ground, should develop that instinct for fairplay and for loyalty to one another which is the germ of a wider sense of honour in later life.

"In all these endeavours the School should enlist, as far as possible, the interest and co-operation of the parent and the home in an united effort to enable the children not merely to reach their full development as individuals, but also to become useful members of the community in which they live, and worthy sons and daughters of the country to which they belong.\*"

This admirable statement of the aims of primary education may well inspire activities in our primary schools.

#### (d) Curriculum.

(i) The curriculum for primary education in the State is in urgent need of revision. It is necessary to lay down a new curriculum as well as a syllabus for the primary schools. Recently, there has been a great deal of discussion in the country about the curriculum best suited to the needs of the schools. The contribution made in this direction by the exponents of basic education is of considerable value. In this regard, it is necessary to conform to the general policy which is being adopted in all parts of India. The essence of that policy is to base the curriculum for primary education on what is known as the "activity" principle. Educational policy cannot afford to ignore the fact that the pupils will have to earn a livelihood for themselves. One of the main considerations in framing programmes of education should be to aim at cultivating habits, abilities and skills that will create in the child self-confidence and enable him to be self-reliant. Useful productive activity should be an essential part of education at the primary school stage. The activity should, as far as possible, aim at the production of articles of economic value. It may not be possible to make education self-supporting or to enable the pupils to earn wages for their craft work. If, however, craft activity yields economic gain without sacrificing educational interests, such gain should be welcome. In no circumstance, however, should economic gain be attained at the cost of proper education of the child.

The following consideration should determine the selection of useful craft work for primary schools:—

- (1) The raw material for the craft work should be locally available.  
This condition is essential. The pupils as well as those engaged in teaching should depend on resources available in the neighbourhood and should exploit them properly. This will also ensure steady supply of raw material which will be required by the school.
- (2) The activity or activities selected for craft work in the school should be capable of graded development from less to more complex skill and dexterity. This will enable grading of craft work according to age and standard of attainment of the pupils.

- (3) The process and development of the craft activity must be based upon certain scientific principles the discovery of which should be made by children in the course of actual work. They should learn to apply these principles to new problems and situations. The skills in productive work should not be merely mechanical; they should lead a child on to systematic thinking, discovery and testing of the laws of science and to extending their application.
- (ii) The proper selection of craft is important, for on the selection of suitable craft depends the success of the teacher and of the school organisation. Special emphasis should be laid on provision of opportunities for gardening and agriculture in as many schools as possible. The boys in the junior primary school will do some gardening. The senior boys should undertake more advanced agricultural operations. Training in gardening and agriculture is of great educational benefit because instruction in these subjects can be linked up with a number of other activities of the school curriculum. Moreover, in the present state of affairs in our country, it is necessary that pupils should be as intensely agriculture-minded as possible. Similarly, in forest areas, there are several crafts which are connected with forest produce and considerable educational research is possible in the selection of suitable forest crafts. Love for the forest and for its preservation should be inculcated and the pupils should be made to realize that their well-being lies in the well-being of the forest.
- (iii) The school of the future must not merely be a place for formal instruction. It must play a vital role in the life of society and it must tackle social and economic problems which the community has to face. Unless the school discharges this function in a realistic manner and adapts itself to its social milieu, it will have little use.
- (iv) Besides craft-work, pupils must receive systematic training in the use of the fundamental tools of knowledge, viz., language and mathematics. Appropriate standard of attainment in these subjects should be insisted upon and the pupil should be encouraged to make advances in his studies with the help of the knowledge he has previously acquired. Oral and written expression of the pupil should be cultivated as best as the capacity of the pupil at this stage would permit. He should also become acquainted with literature of lasting humanistic value. It is necessary to insist on proper standards of attainment in mathematics. The pupil should be able to acquire considerable speed and accuracy in doing mathematical problems and cultivate the capacity to apply mathematical processes to the varied problems of life. The growing tendency which is observable in certain quarters to minimize the importance of mathematical training needs to be properly countered.
- (v) We have mentioned the need of studying scientific processes which are involved in craft-work. This, however, is not sufficient. Science today affects almost every aspect of life. It is, therefore, essential that some training in elementary science should be given at the primary stage to develop powers of observation, sense of accuracy and objective attitude. Instruction in elementary science should include nature study and laws of health and hygiene.
- (vi) Elementary social studies including geography, history and some knowledge of the civic affairs should constitute an essential part of the curriculum. Physical education properly planned and suited to the requirements of children in primary schools must have a place of importance in the

programme of school activities. We cannot also over-emphasize the importance of teaching music at this stage. Instruction in music may not be imparted on very ambitious lines but the pupils should acquire the sense of appreciation of music and cultivate at least the ability to join in community singing and singing simple songs.

(vii) We have mentioned different subjects which should have a place in the curriculum for primary schools. It is, however, necessary that the subjects should not be regarded as separate from one another, each having a water-tight compartment of its own. In fact, emphasis in education should never be on "subjects" but on life which provides the integrating principle for the various subjects of the curriculum. The maximum advantage of education at this stage can be derived to the extent to which the teacher is able to present various school activities as integral parts of a co-ordinated whole of education.

(viii) The Director of Public Instruction has presented a syllabus for primary schools which is generally based on the broad lines indicated by this Committee. It may be adopted for trial with such modifications as may be necessary in the light of the recommendations made by us. We are anxious to emphasize that no syllabus should be accepted as final. Every syllabus is experimental in nature and its main value is instrumental. It should be the function of the Department of Education to exercise constant vigil and to assess from time to time the extent to which the curriculum and the syllabus are effective in realizing the accepted aims and objectives of primary education. If at any stage changes are considered necessary, they should be made after carefully establishing their justification. Instruction on the lines of a curriculum and in strict accordance with a prescribed syllabus should never be mistaken for the goal of primary education.

(ix) It may also be mentioned in passing that formal classroom education is but one of the main and by no means the most important of the school activities which are essential for the education of the child. Primary schools will never succeed in realizing the main objectives of education at this stage unless they become a living and vital part of the society which they serve. The primary school has to unfold itself in a variety of ways in order to become an effective social instrument. It is difficult to enumerate all possible activities which a primary school should undertake in order to become socially effective because the environment of each primary school varies and each environment has its own special problem. The genius of the school and those who organize it will lie in a clear perception of the opportunities that are locally available and a sound judgment regarding how they can be utilized for the betterment of the school and the society as a whole.

(x) There is also an opinion widely held that primary education should be stripped of all the frills and trappings which serve no real and useful purposes and that its scope should be confined merely to the knowledge of reading, writing and some arithmetic. If proper and thorough grounding is given in these basic subjects, the pupil will at a later stage acquire all knowledge and skills that he requires for his use in life. Another advantage of simplification of syllabus will be to solve the problem of financing of education which is by no means easy of solution otherwise. The simple instruction of the type proposed could be imparted in three hours and it would thus be possible to hold two or three shifts of the school and economize on staff, building and equipment. This point of view has been given full consideration. This is

one of the views that has long been held in regard to instruction at the primary stage. Experience of narrow and rigid formal instruction imparted on orthodox lines has revealed its utter inadequacy and ineffectiveness and we are convinced that it would be worthwhile in imparting full education with regard to its significance for the life of the pupil and of the society as a whole. The society expects of the schools healthy, good and able men and women and not merely those who can read and write and recite mathematical tables.

### 3. Aims of High School Education.

(a) Our deliberations in respect of reforms in the field of school education have been made easy by "the Report on the Reorganization of Secondary Education" prepared by the Secondary Education Board which has covered much ground which otherwise this Committee would have been compelled to traverse. This Report has made a careful analysis of the defects of the present system of high school education and has given a bold statement of the objectives of high school education. The Report has made a significant point that high school education should not serve solely the purpose of training candidates for the university. It must also have in view the requirements of the pupils who will be completing their education after the completion of their high school course and seeking employment in life in one or the other of the vocations. The Report has also attempted a careful definition of the aims of secondary education which will bear repetition :

"Secondary education should aim at providing the youth between the ages roughly of 11 and 17 life activities and opportunities which will enable him to attain full measure of physical growth and efficiency, according to his capacities, and to develop his intellectual and practical powers, according to his ability and special aptitudes. It should further aim at providing experience necessary to prepare him for life in the society in which he will seek his vocation and find his adventure and the destinies of which he will be called upon to share and to shape. To this end, the secondary education should aim at providing such knowledge and activities as are necessary to develop his practical intelligence and to acquire skill, technique and craftsmanship which are essential, on the one hand, to the unfolding of his personality and, on the other, to enabling the society to harness its vast natural resources and opportunities for its well-being. The secondary education should also aim at providing opportunities and activities which would enable the adolescent to acquire good taste, to appreciate beauty in all forms and to develop creative self-expression. It should aim through its schools at watching and training the emotional life of the youth and, when necessary and possible, at freeing him of those fears, inhibitions and complexes which enfeeble his mind and disturb its normal function. The education should also aim at cultivating in his mind those values which will enable the society to survive and inspire him with those needs of national life in which he, according to his measure and talents, will find his ambitions and hopes. It should aim at providing opportunities for corporate living and co-operative work and at cultivating those qualities of mind, such as sincerity, sympathy, understanding, tolerance, good humour and kindness, which are essential to good social living. It should further aim at developing character, sense of responsibility and social justice, and above all, courage to cherish and defend the national ideals and interests. It should also aim at providing, through the school society, experience of democratic living and realistic training in self-government and leadership

so that the youth may acquire confidence in himself and faith in the future of the nation."

(b) Another most important contribution made by this Report is in the direction of providing guiding principles for introducing a variety of courses required for the high schools. The report has rightly emphasised Dr. Whitehead's view that—

"There are three main methods which are required in a national system of education, viz., the literary curriculum, the scientific curriculum, the technical curriculum. But each of these curricula should include the other two. What I mean is that every form of education should give a pupil a technique, a science, an assortment of general ideas and aesthetic appreciation, and that each of these sides of his training should be illuminated by the others."

Thus, the three ingredients of high school education should be humanistic studies, scientific studies and technical studies and that a well-planned curriculum should integrate these elements into a well-adjusted whole of education. The humanistic studies will help "to open out his imagination and his sympathies in such a way that he may be prepared to understand and follow in later years the highest examples of excellence in life and conduct". Scientific training will enable the pupil in habits of precise observation, systematic thinking and drawing valid conclusions. The technical element of the pupil's education should develop expression of his latent talent through joyous engagement in some practical or aesthetic pursuit best suited to his native aptitude. While all these three elements constitute the essentials of high school education, emphasis on one or the other may vary, particularly in the concluding stage of the high school course, according to the individual talents of the pupils and opportunities provided by the school and its environment. This principle enables diversification of the high school education and provision for multi-lateral courses of education at the high school stage. The scheme of reorganization has thus suggested a variety of courses, such as literary course, scientific course, technical course, art course, commerce course, forestry course, agricultural course and several other courses. The principle is inherently sound and provides for the possibility of laying down such courses as those for which there is, and may in future be, a felt need.

(c) Another significant contribution made by the scheme of reorganization of secondary education is its emphasis on holding proper type of examination at the conclusion of the high school course. The Report has emphasised from the very beginning that education at the high school stage should not be dominated by the requirements of the external examinations. The methods of holding examinations should be simple and reliable and their reliability should be frequently tested. Every endeavour should be made to utilize the methods of psychological testing in order to obtain a dependable estimate of a pupil's work and attainments. Moreover, testing should not be merely that of the performance of a pupil at the time of holding of the public examination at the end of the course. The scheme of reorganization has suggested maintenance of school records which will indicate accurately the academic attainments and other sides of development of the pupil. It will be necessary to conduct large-scale experiments for finding out objective and reliable methods of testing the worth of the pupils. Tests which themselves are untested will yield only whimsical results and will be self-condemned. On the whole, we consider the suggestions made on the subject of examination in the Report of Reorganization of Secondary Education to be eminently deserving of acceptance.

(d) Within the exigencies of our limited undertaking, it is not possible to cover all aspects of high school education which have been dealt with carefully in the Report of Reorganization of Secondary Education and it would suffice to endorse the recommendations of the Report appreciatively, subject to the following conditions:—

- (i) The Report of Reorganization of Secondary Education will need considerable revision in the light of the structural changes which have been mentioned in the earlier parts of this Report. It has been definitely stated that the standard of attainment at the high school course should approximate to the Intermediate Examination. It will, therefore, be necessary to revise the details of courses of instruction in various subjects and to bring them in conformity with the standards of the Intermediate Examination. Moreover, it will be necessary to introduce certain other subjects which at present are excluded from the studies at the high school stage. This, of course, is a matter of detail and the statutory body, which is the Board of Secondary Education, will have to attend to this question before according its final approval.
- (ii) The medium of instruction at this stage should be the language of the region. Instruction in Hindi and English, however, should be compulsory throughout and a fair degree of attainment in these two languages should be aimed at. Shri Dada Dharmadhikari expressed himself to be definitely of the opinion that education at the high school stage and at all higher stages must be imparted only through the medium of Hindi. It was, however, agreed that instruction in Hindi and English of proper standard must be compulsory at the high school stage.
- (iii) There should be two public examinations—one at the completion of the junior high school course, which, as has been stated before, will correspond to the standard of the present matriculation course and the other, at the completion of the senior high school course, the standard of which will approximate to the present Intermediate Examination.
- (iv) We consider it necessary to lay down that none who has not completed the age of 15 years should be permitted to appear at the Junior High School Certificate Examination and none who has not completed the age of 17 should be permitted to appear at the Senior High School Certificate Examination. It is necessary to lay down the age-limits in this regard in order to discourage the tendency to shorten the period of schooling. The attempts to rush pupils through high school course, particularly to enable early admission in the universities is highly detrimental to the interests of the pupils as well as to instruction at the higher stages. From the educational point of view, this tendency is unsound and it hampers social development as well as development of maturity which must come with age.
- (e) We also consider it necessary to instil in the pupils a high moral and patriotic sense at the high school stage. The adolescent must acquire an unerring perception of what is just and right and an unbending courage to stand by it. He must also acquire a burning love for the motherland and for the high ideals for which the country stands, particularly

those embodied in the Constitution of India. Men are what they love and care for. It is only during the formative period of adolescence that the youth cultivates love for what is good, true and beautiful, as well as high idealism which inspires defiant courage in defence of what he loves. It is not suggested that the values discussed in the preceding paragraphs are not incorporated in the Report of Reorganization of Secondary Education. It is, however, suggested that cultivation of these values acquires very special significance in the altered conditions of national life.

### III.—TEACHERS

The teacher is the key factor in the system of education. However admirable the structure of the educational system may be and however cleverly defined its aims, unless the teacher is properly qualified, capable and willing, little progress will be achieved. We, therefore, consider it necessary to indicate precisely the type of teacher that will be required for each stage of education with due regard to the existing source of the supply of teachers.

#### (a) Teachers for Junior Primary Schools.

The minimum qualifications of a teacher in primary schools at present is a pass in class VII of the Indian Middle School. In addition, the teacher has to undergo a training in the Normal School for a period of two years. It is most desirable that the teacher in the primary school should have received much better general education than teachers at present possess. The Central Advisory Board of Education has insisted that the minimum qualifications of a primary school teacher should be a pass in the Matriculation Examination and we are in full agreement with this view. Considering, however, the meagre supply of matriculates and competitive claims on them of other services, it is difficult to expect an adequately large number of matriculates for the profession of teaching. The profession of teaching will, of necessity, have to content itself with persons of inferior qualifications for the staff of primary schools. We do not consider this to be a desirable position but one which cannot be helped. For a long time to come, it will be necessary to do without matriculates and from a purely practical point of view, we suggest that until sufficient supply of matriculates for the profession of teaching is ensured, the minimum qualification for a teacher in the junior primary school should be graduation at the senior primary stage of education of the type recommended by us. In addition, the teacher must have received two years' intensive professional training at the Normal School. It is also necessary that teachers should be called back frequently for refresher courses to keep them alive to the latest development in pedagogy and educational thought and to rekindle in them the urge for striving relentlessly and systematically to realize the aims of education. This is one essential means of preventing the teacher from confining his work to a mechanical and formal routine.

#### (b) Teachers for Senior Primary Schools.

The staffing of the existing Indian Middle Schools at present is most unsatisfactory. The qualifications for the teachers of the Indian Middle School are just the same as those for the primary school. The position cannot be allowed to continue even at present and much less when they will be converted into Senior Primary Schools of the type we have proposed. The minimum that we recommend is that the teacher for a senior primary school shall have passed at least the Junior High School Certificate Examination of the type which we have proposed or the High School Certificate Examination of the

Board of Secondary Education of Madhya Pradesh or an equivalent examination. In addition, the teacher must receive two years' course of training in a Diploma Institute.

**(c) Teachers for Middle Schools.**

The present qualifications of a teacher in the middle school department of a high school is a pass in the Matriculation Examination and two years' training in a Diploma Institute. These qualifications are not considered to be satisfactory. We are of the view that the teachers in the middle school departments of high schools must have passed the Senior High School Certificate Examination of the type proposed by us or the Intermediate Examination of a University or a Board. In addition they must have received two years' training in a Diploma Institute.

**(d) Teachers for Junior High Schools.**

We also recommend that the teachers in a junior high school must at least be graduates of a University with a degree of Bachelor of Teaching.

**(e) Teachers for Senior High Schools.**

It has been stated that the standard of the Senior High School Certificate Examination will be equivalent to that of the present Intermediate Examination. It is, therefore, essential that the teachers of the senior classes of high schools should be much better qualified than the teachers of the junior high school. They must at least hold the degree of M. A. or an equivalent degree and in addition they must have obtained the degree of Bachelor of Teaching or preferably the degree of Master of Education.

**(f) University Teachers.**

The Report of the University Commission has made significant suggestions in regard to the qualifications of the staff at the University stage. The recommendations of the University Commission merit acceptance.

#### IV.—SCALES OF PAY OF TEACHERS

(a) The type of the staff that is required will not ordinarily be available if it is not adequately paid. Even if it becomes available under the stress of economic circumstances, it will not be able to perform its duties with the efficiency that is expected of them. The efficiency of the teacher is influensed by his standard of living. At present the standard of the salary paid to the teachers in primary schools is so low that it will never be able to attract the type of men and women that are required in the teaching profession. We also consider it necessary that there should be certain uniform standards of payment for the teachers throughout the State and that their pay and emoluments should not be left to the vagaries of the different employers. The State should fix the minimum scales of pay for teachers in the primary schools and ensure by all means possible that the payment to the teachers is made in accordance with the scale of pay laid down. Considering the needs of the State, the minimum scales of pay for teachers in primary schools should be as follows :—

**(i) Junior Primary School—**

- (a) Head Master/Head Mistress—Rs. 60—4—100.
- (b) Assistant Master/Mistress—Rs. 40—2—80.

**(ii) Senior Primary School—**

- (a) Head Master/Mistress—Rs. 80—4—120.
- (b) Assistant Master/Mistress—Rs. 50—2½—100.

(b) The standard of payment of high school teachers varies from place to place and from employer to employer. It is necessary that in respect of pay certain minimum standard should be fixed by the State Government and rigidly enforced. After full consideration of the resources available, the paying capacity of the employer and the urgency of giving the teachers a tolerable wage, we consider the following pay-scales to be the minimum necessary:—

- (i) Assistant Master in the Middle School Department of a High School—Rs. 60—3—120.
- (ii) Assistant Master in the Junior Department of a High School.—Rs. 100—5—200.
- (iii) Assisant Master in the Senior Department of a High School.—Rs. 150—7½—300.

We also consider it necessary that trained teachers in the high schools should be given at least two advance increments and that no distinction should be made in the matter of scales of pay and allowances to teachers of various subjects, particularly those who teach such subjects as drawing, music, art and physical education. In fact, higher scales of pay will have to be allowed to teachers of specialized subjects such as engineering, architecture, agriculture and arts.

(c) The Head Masters of high schools should not have a scale of pay of less than Rs. 225—15—400.

(d) In addition to the scales of pay recommended above, the teachers at all stages of education should continue to draw the dearness allowance which they do at present and the volume of future dearness allowance should be determined from time to time, according to the prevailing price index.

(e) It will not be worthwhile examining the question of the salaries of teachers in the Universities and Colleges as well as those in Technological Institutions. The University Commission have given serious thought to the problem and have made valuable recommendations on the subject. Similarly, in respect of teachers of technical subjects, the All-India Council of Technical Education has made recommendations which we have no hesitation in endorsing.

## V.—BUILDINGS

(a) Schools must of necessity have proper buildings. The condition of primary school buildings in the State is reported to be extremely unsatisfactory. Most of the schools have no buildings of their own and the buildings of those that have are too small to accommodate their present strength. It is rare to find a good school building located in a tolerably good campus. The school buildings are reported to be in a state in which they require urgent repairs, the neglect of which has tended to rapid deterioration in their value. We also realize that addition of one more class to the existing primary schools and reconditioning of the existing Indian middle schools and high schools to enable them to serve new functions which we have ascribed to them will necessitate considerable extension to the existing school buildings. It is necessary to have a well-planned programme for—

- (i) repairing of school buildings;
- (ii) extending school buildings to enable them to accommodate their increased strength and to enable them to discharge their new functions properly; and

(iii) constructing new buildings for schools which have none of their own and for those that will be opened according to the plan of educational development.

(b) Construction of buildings for schools requires enormous capital expenditure. It is, therefore, necessary to construct school buildings which are cheap and which will serve the educational needs best. This is particularly so in respect of primary schools. The problem is one which challenges the best initiative of the Engineers and other talents. The following are considered to be the normal requirements of an average cheap type building for a junior primary school in the State:—

- (i) Four classrooms, one verandah, a small room for storing water and a store-room.
- (ii) The size of the classroom should be 16' x 20' providing about 8 sq. ft. of floor area per pupil.
- (iii) Foundation should be such as would bear a light structure.
- (iv) The walls may be of single brick or of such other material as may be locally available.
- (v) Partition walls may not necessarily reach the roof.
- (vi) The roof of the buildings may be of country tiles or of such material as is used in the locality for roofing buildings.
- (vii) There must be adequate land surrounding the school to enable outdoor activities.

(c) In order to estimate the cost of such an inexpensive structure as mentioned above, overseers of eight Janapada Sabhas in the State were asked to give plans and estimates. They were instructed to exercise utmost care in effecting economy in the construction of buildings while preserving the essential requirements of an educational institution. The estimates received varied from Rs. 6,640 to Rs. 8,000 for each school building. The variation in the estimates is understandable because building material may be more readily available in one area than in another. Taking, however, the lowest estimate, the average cost of constructing a class room would work out to Rs. 1,660. Attempts were made to find out the results of the experiment that was being conducted in the Uttar Pradesh in respect of providing cheap type of buildings for primary schools and Shri C. Vishwanath Rao, Accounts Officer, Director of Public Instruction's Office, was specially deputed to Allahabad to study the working of the experiment. Shri Vishwanath Rao's report indicates that Uttar Pradesh had a plan of constructing 4,000 buildings. The plan has not succeeded fully because of certain lack of co-operation from the village communities. The average type of building proposed to be constructed in Uttar Pradesh provides for three class rooms and a verandah and costs about Rs. 4,000 for each building.

Shri Shriman Narayan Agarwal informed the Committee that the cost of construction of building in Sevagram did not exceed Rs. 2-8-0 per sq. ft.

(d) In the absence of adequate experiments in the direction of construction of cheap type buildings for primary schools, it is difficult to state what may be the minimum cost. It is most urgent that the best engineering talent should be directed to experimenting and finding out how the required type of school building can be constructed in the cheapest possible manner with the materials that are locally available. It is also necessary that proper

architectural design for such school buildings should be prepared because buildings must be attractive and useful and every available inch of space should be utilised to serve some useful purpose. It may only be stated in very general terms that attempts should be made to bring down cost of construction of the building to about Rs. 1,000 per class room.

(e) The Government of Bombay have produced a very valuable booklet on "Primary School Buildings" (1950). Special attention is drawn to the courageous measures taken by the Government of Bombay for providing school buildings. A District Building Committee has been approved by Bombay Government and the cost of the buildings proposed varies from Rs. 2,500 to Rs. 3,400. Ordinarily, each building consists of three class rooms, each measuring 22' x 18' and a 8' wide verandah. The four different types of school buildings provide a plinth area of 1,736, 1,806, 1,816 and 1,932 sq. ft. respectively. The cost of the buildings is not expected to exceed Rs. 2 per sq. ft. The cost is shared by the Government and by the local inhabitants of the village or locality in which the school building is constructed. Government contribute to the extent of  $\frac{3}{4}$ th of the cost of school building and the remaining  $\frac{1}{4}$ th has to come from the people. In the areas of non-authorised municipalities, Government share is confined to  $\frac{1}{3}$ rd of the cost of building while the remaining has to come from the municipal committees and the local people. Government place grants at the disposal of the District Building Committee and allow the local people to draw grant in advance in order to be able to construct the school buildings. The machinery and the principle of aid towards construction of school buildings as well as the manner of sharing of the building cost planned by the Government of Bombay seem to have worked admirably. Some measures on the lines of those undertaken by Bombay Government are most urgently required to solve the building problem in Madhya Pradesh. This problem is so urgent that it cannot be long postponed and immediate measures are essential to face it squarely. We recommend the adoption by the Madhya Pradesh Government of a policy similar to that adopted by the Government of Bombay for construction of new school buildings and we suggest publication of a pamphlet which will give plans, estimates and specifications of various types and sizes of school buildings required for primary schools in the State, the scheme for construction of school buildings approved by Government and the extent to which Government will provide grants-in-aid for meeting the cost of construction. It is felt that once the policy of Government in this matter is known, local effort will not remain shy and hesitant.

(f) It needs to be realised that the problem of construction of buildings for primary schools cannot be solved without substantial assistance from the local people. Contribution from the locality in cash or kind must be made in order to make the programme of construction of school buildings successful. The village population should as far as possible construct their own buildings on the plan laid down by the Education Department and Government should agree to share at least 50 per cent of the cost, which will work out to about Rs. 500 per class room. The success of the building programme will depend upon the extent to which the State Government and the village community co-operate with each other and willingly share their respective burden of cost. The colossal task of construction of school buildings can be tackled only if a bold policy in this direction is enunciated and adopted by Government as has been done by the Government of Bombay.

Failure to adopt a clear-cut policy in this regard will obstruct, delay and even defeat the programme of extending educational service, particularly in the far-flung areas of the State.

#### VI.—EQUIPMENT

An efficient school must be properly equipped and the tendency to belittle the value of proper educational aids and equipment is deplorable. The schools must have all the equipment that they need for their curricular and extra-curricular work. In particular, they should have open space properly secured and fenced where children can play and conduct several out-door activities. Instruction in gardening and agriculture will, it is visualised, be one of the most valuable of the school activities and provision of suitable land for this purpose and of other facilities, which such activities involve, should be considered to be very essential. The urgency of training in productive type of craft work has been emphasised by us. If this idea is to materialise, the school must have ample raw materials and tools to enable efficient production of various types of articles that the school proposes to make. A proper organisation is also necessary for the disposal of the articles produced by the school and in this connection it is suggested that the labour of the children used in the production of the articles should not remain altogether unrewarded.

#### VII.—ORGANISATION OF SCHOOL LIFE

It needs to be realised that formal class-room instruction can only partially realise the aims of education. Some of the essentials of education defy class-room treatment and they are nonetheless important. Formation of character and cultivation of true sense of citizenship can certainly not be realised in the narrow class-room atmosphere. Moral standards and a sense of a social obligation are best inculcated indirectly through the life and activity provided by the school largely outside the class room. The school thus must live the life of a dynamic society and like all societies it should have its own code of behaviour, standard of living, traditions and ideals which reflect what the school stands for. The energies of the youth may be given a purposeful outlet through various activities which are designed to promote the development of corporate life and cultivation of 'esprit-de-corps'. The school must stand for something more than mere instruction. It should stand for a way of life which it advocates. In organisation of extra-curricular life, initiative and leadership must rest with the pupils themselves. The teachers must provide encouragement, sympathy and guidance. There is no end to the ways in which corporate life can be developed in the school and in this matter much will depend upon the opportunities provided by the school and its environment and upon the vision and initiative of the teaching staff. It is difficult to minimise the significance of athletics, games, sports and societies such as rambling, hiking, camping, debating, dramatic, scientific, natural history and variety of clubs. Scouting and girl-guiding also provide very valuable organisations, which the schools should take advantage of. The school society must inculcate the spirit of understanding, goodwill and mutual co-operation and of living in peace with the community. Organisation of the school life should also aim at cultivation of those qualities of character, of honesty, uprightness, unselfishness, of playing the game and tenacity of purpose. In this connection, mention is necessary of the admirable way in which the school life is oriented by the sponsors of

'Nai Talim' which rightly emphasises training for life as the essential purpose of education. Every aspect of life, both of the individual and of the society, is given its due significance and is woven into a well-knit pattern, the whole representing the way of life of the future citizen of the country. The dominating aim of the organisation of school life, according to the principles of 'Nai Talim', is cultivation of the spirit of self-help and co-operative living. There is much in the pattern of life which is envisaged by the 'Nai Talim' which can be adopted with considerable advantage. Training in self-organisation and self-effort and cultivation of a sense of social justice are indispensable to the training of a democratic citizen and this training can best be imparted through proper organisation of the corporate life in the school. In this connection, it has also to be realised that the school needs to be brought closer to the society in which it exists and to its main problems. The school must serve its clientele and it is only by doing so that it will secure public interest in its own favour. The various development plans look forward to solid contribution from the schools and the schools will be called upon to play an important role in the implementation of those plans. Schools should, therefore, tend to be the radiating centres of light and of learning for the community as a whole and they should be so reoriented that they become a vital instrument for realising the maximum social good.

### VIII.—WELFARE ACTIVITIES

It is unfortunate that there is hardly any organised service for looking after the welfare of the children in schools. They are left alone to look after their welfare as best as they can and the schools merely provide limited opportunities for games and a formal ineffective type of medical examination. There is no proper machinery for looking after the physical welfare of the pupils, which needs very special care during the primary and high school stages. There is at present no link between the home and the school and no manner of establishing liaison between them. Development of primary education on a large scale is bound to create a number of serious social problems and it is essential to be fore-warned about them. A reference has been made to the question of the selection of pupils for admission to the high schools. Sooner or later, it will be necessary to have reliable methods of selection based upon sound psychological advice. At the high school stage a large variety of courses has been proposed. It will be futile to expect a pupil to know which of the many courses provided in the high school stage would suit his special abilities best. It will be necessary to provide for aptitude testing and guidance with a view to enabling the pupil to discover his aptitude and special talent. The stress of modern social and economic conditions is creating serious tensions and the tendency to delinquency has to be reckoned with. Moreover, proper vocational guidance will need to be provided to pupils so that they may find vocations in which they will be able to make their best contribution and in which they will find much joy. These are some of the many problems which the system of education will have to face immediately and it is essential to provide proper welfare services, psychological tests and guidance and information bureau. The immediate need will be most urgently felt at the high school stage and in the initial years considerable experimentation will be necessary for the preparation of valid and reliable psychological tests of various types. We, therefore, consider it necessary that suitable services should be immediately

established for looking after the health and physical and social welfare of the pupils and providing them necessary guidance. Above all, it will be necessary to help the pupil in finding right employment and to this end an organisation will need to be set up which will link up the school with the employing agencies and prevent frustration which the youth is likely to experience if he fails to secure a job of the type for which he is suited and to which he is entitled by his training and qualifications. We, therefore, recommend—

- (i) that the Department of Psychology which has been established in this State should be considerably developed and enabled to undertake preparation of a variety of tests for various purposes, which will be required by the schools;
- (ii) that proper services for expert guidance and welfare be provided in high schools of the State;
- (iii) that the problem of "difficult" and "delinquent" children be given greater attention than at present and preventive measures be taken by the establishment of child guidance clinics; and
- (iv) that employment bureaus should be established at suitable centres for assisting pupils passing out of high schools and colleges in obtaining suitable occupations.

## IX.—CONTROL AND MANAGEMENT OF SCHOOLS

### I. Primary Schools.

It is necessary to review the system of control and management of schools in the State. According to Article 45 of the Constitution of India, it is the responsibility of the State to endeavour to provide, within a period of ten years from the commencement of the Constitution, for free and compulsory education for all children until they complete the age of 14 years. According to paragraph 12 of the Constitution, the term "State" includes the Government and the Parliament of India and the Government and the Legislature of each of the States, all local or other authorities within the territory of India or under the control of the Government of India. According to section 49 (1) (i) of the Local Government Act of 1948, the Janapada Sabhas "shall be responsible for establishment, management, maintenance, inspection and visiting of schools". Similarly, Section 50 (1) (o) of the Municipal Act 1922 makes the Municipal Committee responsible for provision of primary education in urban areas. The main objects of vesting the responsibility of providing primary education in the local bodies were to decentralise educational administration and to associate local enthusiasm and local support in favour of educational progress. The State has adequate experience of the manner in which the Municipal Committees and Janapada Sabhas have exercised their responsibility in respect of the primary education. The local bodies have not had the means to be able to discharge their responsibility adequately. Moreover, there were other circumstances that made it difficult for them to exercise this responsibility properly. It is not within the purview of this Committee to analyse these circumstances. In this connection the urgency of rapid development of education has to be considered. The Constitution of India demands an earnest endeavour on the part of the State to bring all children of the school-going age to schools within a period of 10 years. The task of large scale educational expansion and introduction

of free and compulsory education will present complex and difficult administrative problems which will require a large and able expert staff, vigilant administration and the evolving of new technique and time-saving devices to face new situations. We are convinced that the local bodies will not be able to face the new responsibility adequately. We do realise that co-operation of the local community is indispensable to educational administration, and that the experiment of entrusting educational administration to the local bodies is in keeping with the spirit of democracy and of decentralised administration. We, however, feel that there are other methods of eliciting popular support than by entrusting the local bodies with the responsibility of providing primary education. The local bodies have already had a long trial with administering education, and the extent to which they have been able to arouse popular enthusiasm in favour of schools is now a matter of experience which cannot be regarded as inspiring. Moreover, the experiment of decentralised administration so far as education is concerned has already had a sufficiently long trial and the results are too well known. Problems that face the future development of primary education are not easy and they will require expert handling. We, therefore, strongly feel that education should no longer continue to be the guinea-pig of experiment in democracy. It is most necessary to take a realistic view of the situation and to vest the entire responsibility for the development of primary education in the State Government; and it should be laid down that this responsibility should be exercised by the State directly through its own administrative machinery. We consider this measure to be extremely essential and one which merits implementation without the least delay.

The State Government will in consequence have to own the full financial responsibility of providing primary education. To this end we consider it necessary that the funds and financial resources which are now available with the local bodies for meeting the cost of primary education should be made available to the State Government and some suitable financial adjustment may be made to achieve this end. We will consider at a later stage ways and means of obtaining funds to enable the State Government to discharge the responsibility of primary education which we think should vest in them.

It is realised that local support and local enthusiasm is necessary for the well being of the schools and, from the educational point of view, it is very desirable that there should be a close tie binding the school and the local community. But these values should be ensured by the constitution of school committees and other means by which local advice and co-operation could be obtained. The Gram Panchayats in particular should be associated with the local administration of the school and their assistance will be of great value in initiating various activities for the benefit of the school. The Central Advisory Board of Education has appointed a Committee to report on the relations between the State Government and the Local Bodies in respect of the administration of primary schools and their considered views on this matter should be awaited with interest. In no circumstance, however, should the control and responsibility of education be in the hands other than those of the State Government. It can be stated without hesitation that further development of education will be seriously hindered and little progress will be achieved unless the State assumes direct control and management of primary education.

## 2. High Schools.

Development of high school education in this State has for a long time been considered to be the responsibility of private enterprise. This has resulted in the emergence of a large number of new high schools in the State. There are some very good high schools in this State started by private agencies and their efforts in this direction have been most commendable. It has, however, to be observed that there is a growing tendency to maintain a school with such meagre resources as are made available through fee income and grants from the State. The "laissez faire" policy in the field of high school education has also led to concentration of high schools in certain developed areas and total neglect of provision for them in the more backward areas. It was this circumstance, which led the State Government to open several new high schools for boys and girls in the first 5 years of the plan. The position at present is that the rural areas have comparatively poor facilities for high school education and high school education of girls is in a comparative state of neglect. While every endeavour should be made in the direction of opening new high schools, scrupulous care needs to be taken that the high schools are evenly distributed throughout the State and that the rural areas are not neglected and that the high school education of girls receives adequate attention. At any rate, concentration of schools in certain areas is a problem that should occasion serious consideration on the part of the educational authorities. This is a problem of organisation of schools and it may be possible that several schools with co-ordinated efforts can attend to many branches of education in a particular locality; but mere duplication of the same type of school in an area where there are already a large number of such schools should be avoided. Moreover, the State Government should own it as their responsibility to provide—

- (i) high school education in rural and backward areas where private agencies are not forthcoming to undertake the responsibility;
- (ii) high school education for girls; and
- (iii) high school education in expensive subjects such as engineering, agriculture and arts.

The State should also provide adequate machinery for inspection and supervision of high schools as it does at present. The Secondary Education Act defines the functions of the Board and its powers adequately and there appears to be no need of modification in the Act.

## X.—ADMINISTRATIVE MACHINERY

Transfer of the control and management of primary education to the State Government will require considerable overhauling of the educational machinery. Even in its present shape, the machinery is in need of considerable strengthening and improvement in order to be able to meet its present responsibility. It is realised that the educational administration has been disturbed on several occasions but its structure has remained essentially unaltered. At present the different levels of administration are indicated below :—

### i. Directorate.

The Director of Public Instruction who has his headquarters at Nagpur is assisted by the following officers :—

- (i) four Deputy Directors of Public Instruction in class I Educational Service (one each for Primary, Secondary, Technical and Social Education);

- (ii) Personal Assistant to the Director of Public Instruction in class II;
- (iii) one Accounts Officer;
- (iv) one Educational Publicity Officer who is also in-charge of production of literature for social education;
- (v) four Field Officers; and
- (vi) two Artists for social education.

## **2. Divisional Level.**

The State is divided into eight divisions. Each division is in charge of a Divisional Superintendent of Education who is an officer in class I of Madhya Pradesh Educational Service. He has a Personal Assistant in the Subordinate Educational Service. The Divisional Superintendent of Education is generally responsible for all types of education in his jurisdiction except collegiate education and education of girls. In particular, his responsibility is to inspect all normal schools and high schools and to attend to all administrative matters concerning schools in his division.

## **3. District Level.**

At the district level, there is one District Inspector of Schools who is generally in charge of primary and Indian Middle School education. There is an Additional District Inspector of Schools who is in charge of social education. These officers are in the Madhya Pradesh Educational Service, class II. They are assisted by Assistant District Inspectors of Schools whose number varies from district to district. There are 142 Assistant District Inspectors and on an average one Assistant Inspector is in charge of 66 schools.

## **4. Women Inspectorate.**

Besides the inspectorate for boys schools mentioned above, there is an inspectorate for girls schools. The State is divided into 3 educational circles for the purpose of girls education. Each of these circles is in charge of one Inspectress of Schools, who is a Class I officer. Her duties are similar to those of the Divisional Superintendent of Education. The Inspectresses of Schools are assisted by 7 District Inspectresses of Schools. There are 22 Assistant District Inspectresses of Schools to help the District Inspectresses of Schools.

2. The structure described above is weak and there is a considerable overlapping of functions. Very often more than one officer exercises control over educational institutions situated in the same locality. For example, the Divisional Superintendent of Education and the Inspectress of Schools look after similar types of institutions for boys and girls respectively in the same area. Similarly, the District Inspector of Schools in charge of primary education and the Additional District Inspector of Schools in charge of social education have common jurisdiction. The worst feature of the present administrative system is that it is weakest at the level at which it should be strongest, viz., the district level. Moreover, the Divisional Superintendents of Education being responsible for annual inspection of high and normal schools are seldom capable of viewing educational problems of the division from a broad point of view and assisting in framing of educational policy or implementing it.

3. We recommend the following changes in the administrative machinery :—

(i) It is necessary to avoid overlapping and duplication of work in educational administration and to this end, it is recommended that there should be one system throughout the State for inspection and supervision of schools for boys and girls. This does not mean that there should be no women inspectresses. Women should be eligible for holding posts on the same basis as men are. We consider it desirable and necessary to have a sufficiently large number of women on the inspecting staff at all levels. What, however, we emphasise is that there should be no separate inspectorate for schools for boys and schools for girls.

(ii) It is also essential that the district level should be strengthened considerably. There should be one District Inspector of Schools in Class I of the Madhya Pradesh Educational Service. He should be a person with excellent qualifications and he should be entrusted with the work of looking after all types and grades of educational activities in the district. He must have wide powers in order to enable him to take quick decisions and initiate a large number of educational activities in the district. He should inspect high schools and normal schools in the district and organise, supervise, guide and control inspection of other inspecting officers in the district. He should keep close contact with other branches of district administration and assist co-ordination of educational and other administrative activities. In brief, he should be responsible for educational progress in all fields of education in the district and for initiating new educational activities and experiments. He should be the backbone of the educational administration in the State.

(iii) The wide powers vested in the district inspector would necessitate providing him with adequate assistance and means. He must have one or more assistants in the Madhya Pradesh Educational Service Class II, according to the size and problems of the district, who will help in discharging his responsibility fully. We also suggest that where more than one Assistant Inspector's post is provided, one at least may go to a woman officer. The District Inspector should also have adequate office assistance. Special care should be taken to provide him with responsible accounts section to enable him to shoulder the financial responsibilities which, as we visualise, will be considerable in the new setting. The District Inspector should be free from attending to routine administration in order to be able to devote his time to real educational problems of the district. We are convinced that the character of the educational administration will depend upon the type of the District Inspector and the status and powers which he enjoys.

(iv) It is also most essential that there should be sufficient number of Assistant District Inspectors of Schools at the lowest rung of the ladder. An Assistant District Inspector cannot possibly look after more than 50 primary schools, especially when he has also to look after almost an equal number of social education centres. In fact, in areas where communications are difficult and where villages are scattered over a wide area, the number of schools in charge of an Assistant Inspector should be much less. Incidentally, it may be observed that the salaries of the Assistant Inspector are miserable and that they are not likely to attract the type of persons who will be able to deal with the situations that arise in the field. We, therefore, propose that immediate measures be taken to modify the scales of pay of Assistant District Inspector of Schools. The present scale of pay for this officer is

Rs. 100—5—200 and it is proposed that this scale of pay should not be less than that of Rs. 125—7½—200—10—250.

(v) There may not be as many as eight divisions as there are at present and it may be sufficient to have only 4 educational divisions corresponding to the old divisions of the Commissioners. The Divisional Superintendents of Education should co-ordinate educational activities in all the districts of their division, maintain high educational standards and assist Government in formulating educational policies and keeping them informed of the trends in education in their respective jurisdiction. They should not be saddled with too much inspectorial work. We have already suggested that inspection of high and normal schools should be done by the District Inspector of Schools. The Divisional Superintendents should exercise over-all supervision and initiate experiments in education and implement Government policy in the field. If the Divisional Superintendents work properly, the strain of work in the office of the Director of Public Instruction will be considerably reduced and most of the routine work would be disposed of at the divisional centres without burdening the office of the Director of Public Instruction.

(vi) The Director of Public Instruction should continue to be assisted by the type of the team that he has at present. He should, however, be more free to be able to initiate and direct educational activities and render advice to Government in matters of educational policy. Decentralisation of administrative responsibility as well as of powers is of the essence, and unless this is done it will never be possible for the educational machinery to function properly. According to the present system, the Education Department in the Secretariat as well as the office of the Director of Public Instruction become the bottlenecks, which, more or less, paralyse efficient working of the educational machinery.

4. The quality of inspection is in urgent need of improvement and this cannot be done unless we have proper type of inspectors. Inspectors should be, in the words of Sir L. Amherst Selby-Bigge :

\*“Men and women of academic distinction, high general ability, wide outlook and steady sense of balance and perspective, together with those personal qualities which are indispensable for dealing with the great variety of men and women engaged in different capacities in the service of education”.\*

We may emphasise in passing the need for more systematic, thorough and helpful inspection of schools. There has undoubtedly been a refreshing change from the older methods of inquisitorial inspection. Yet, the manner of inspections and their standards need considerable improvement. The Inspector should be a good friend and a counsel for schools. He should consult the school authorities, encourage and advise them. If he discovers anything strikingly good in the organisation of a school or in the manner in which it imparts instruction, he should pass on the knowledge to other schools. He should be, in the words of Sir L. Amherst Selby-Bigge, “agents of cross-fertilization and so far as he discovers new ideas, he should disseminate them”. His views, based as they are on his experience, should command respect and acceptance, and it should not be necessary to have to force them by the authority that he commands. There is little justification for routine annual inspection of the type that is at present in vogue in this

State. Comprehensive inspection of schools designed to assess their efficiency and progress may be held by an Inspector or a Board of Inspectors periodically every three or five years in accordance with the requirements of an educational institution. The annual visits of the Inspectors should serve the purpose of helping the schools to implement the advice given at the triennial or quinquennial inspections, understanding their difficulties and suggesting solutions. We also consider that it is necessary to undertake triennial or quinquennial inspection by the Inspector, assisted by a team of experts to advise him, in regard to evaluating instruction in special subjects like agriculture, engineering, arts, craft and music. Moreover, the inspectorate should undertake study of special educational problems and bring them to the forefront. The vast experience which an Inspector acquires in the course of his inspections, visits, contacts and other activities should give weight to his views and suggestions. If the educational machinery is overhauled on the lines recommended in this Report, it will be necessary for the Education Department to chalk out methods of organising the most effective type of inspection, and rendering proper assistance to educational institutions in the State.

The attention of the Committee has been drawn to the suggestions which the Director of Public Instruction has made in respect of overhauling of the administrative machinery in the State. His proposals are in Appendix I. The views expressed by the Director of Public Instruction generally accord with those that have been recommended by us and we endorse his proposals subject to the advice we have recorded in the preceding paragraphs. It needs to be realised that when responsibility and control of primary education vests in the State, the educational machinery will need considerable strengthening. Large sums of money will have to be handled by the Department of Education and it will be necessary to ensure through an efficient machinery that every pie spent brings in commensurate return. From this point of view, economising on the administrative staff will, in the long run, be uneconomic.

## CHAPTER V.—A TWENTY-YEAR PLAN FOR EDUCATION

The directive principle of the Constitution of India has made the State responsible for providing free and compulsory education to children up to the age of 14 years within a period of ten years. This task cannot be achieved unless a planned endeavour is made to do so. It is recognised that planning for such an enormous task as this is always restricted by considerations of finance and personnel. Assuming, however, that finances will be forthcoming, it would be worthwhile estimating how much progress can be made with the volume of personnel which is available at present and which will become available during the years of the operation of the plan.

2. In this connection, it is necessary to appreciate that educational advance can never be limited to one particular sector or stage of education. Education must progress of necessity on all fronts and progress at all stages of education should be properly integrated. It will of course be necessary to pay greater attention to that stage of education which has been comparatively neglected or to which adequate attention has not been paid so long for various reasons. Yet, to suppose, as some do, that all educational effort can be concentrated for some time, at any rate, on one particular stage of education is educationally unsound. Educational plan must be a balanced one and it should pay due heed to the requirements of all types and of all stages of education. The State cannot afford to have a lopsided system of education. Fulfilment of the constitutional objective in its turn will require a large army of teachers. Similarly, other development plans and plans for social services will require large personnel. The new developments in industries, engineering projects, agriculture and other services will necessitate undertaking of large-scale research work and investigation into special problems which will be encountered in the various fields of operation of the national plan of development. Unless high school, collegiate and technical branches of education receive adequate attention, it will not be possible even to achieve the limited goal of realising the constitutional objective of providing education to children between the ages of 6 to 14. It has, therefore, been considered necessary to prepare a plan for 20 years which will answer the needs of all stages of education.

### Primary Education

3. The constitution of India requires that the State should endeavour to provide within ten years free and compulsory education to children till they complete 14 years of age. It is obviously impracticable to achieve this end in 10 years mainly because of paucity of teachers. It is, therefore, considered reasonable to undertake planning for this in two stages. The first endeavour should be to provide for education up to the junior primary stage for all children in the State within a period of 10 years. After this has been achieved the next stage should be to bring the children of the age group 12 to 14 under compulsion. The intention of this plan is not to terminate education of children who wish to proceed ahead after completing the junior primary stage. They should continue to enrol in as large numbers as possible in the senior primary schools and adequate facilities in senior primary schools for this purpose should be provided; but compulsion at the senior primary stage can commence only either in the sixth year of the plan or in the eleventh year of the plan. So long as compulsory education is not

introduced at the senior primary stage utmost encouragement will be necessary for the establishment of such schools. This measure is essential to secure an adequate supply of teachers for primary schools.

(a) *Junior Primary Schools.*

The statement in the table in Annexure B-I gives an estimate of the schoolgoing population in the State. There are as many as 566,600 children of the age group six to seven who will need to be provided with schooling in the initial year of the plan. It is realised that with the best of will all children of the age group six to seven cannot be brought under compulsion in the very first year of the scheme. With due regard to availability of personnel and to other necessary conditions for the establishment of schools, it is considered that it will not be possible to bring more than 40 per cent of the age group six to seven under compulsory education in the initial year of the plan. It thus becomes necessary to plan for bringing children of the age group six to seven under compulsion in two stages. In the first stage, 40 per cent of such children should be brought under compulsory education and this should be done in the first five years of the plan. From the sixth year of the plan, compulsion may be extended to the remaining 60 per cent of the age group six to seven. Thus, at the end of the tenth year, all children of the age group six to seven will be brought under compulsory education.

According to the principle enunciated above 2,26,640 children will be brought under compulsory education in the initial year of the plan and in the course of the subsequent four years the number of children under compulsion will mount to 11,12,000. At the commencement of the next phase of the plan, that is in the sixth year, 100 per cent of the age group six to seven will be enrolled in the first primary school class and when this is done the total enrolment in primary schools will be 14,77,000 which gradually will amount to 29,02,000 in the tenth year. The target of planning for education at this stage should be to bring 29,02,000 children of the age group six to 11 under compulsion in the tenth year of the plan.

The gradual development and enrolment in primary and high school stages is indicated in the table in Annexure B-II.

The Report of the Central Advisory Board of Education on Post-War Educational Development has advised that:

"If, as would appear to be the case, a universal compulsory system of basic education can only be introduced by stages, the progression should clearly be from area to area and not from age to age."

There, however, are sound reasons for departing from this policy. The necessity of realising the constitutional objective in two stages has already been indicated. It is also not possible to have progression from area to area. On economic grounds, utmost advantage will be gained if the more populous areas and villages are serviced with schools first and are brought under compulsion. Incidentally, this would ensure an adequate supply of personnel for the teaching profession in the near future. It is, therefore, considered advisable to start schools and introduce compulsory education in the more populous villages. The statement at Appendix II shows the number of villages with varying population with or without schools. A study of the position justifies the suggestion that a start should be made by introduction of free and compulsory education in all urban areas and all villages which

have a population of 1,000 or more. The next step should be to introduce compulsory education in villages with population of between 800 and 600 and thus gradually the progression should be from the more populous villages to the less populous ones. It is felt that this approach will yield the maximum benefit from educational servicing.

According to the rules laid down in the Education Manual, the teacher-pupil ratio in the State is 1:40. From a purely educational point of view, it is considered difficult for a teacher to attend to the educational requirements of such a large number of pupils. The economic circumstances of the State, however, will not permit lessening the number of pupils in charge of a teacher. Reluctantly, therefore, we suggest retention of the "status quo" in this regard. The basis of planning should be provision of one teacher for every forty pupils. On this basis alone, 72,544 teachers will be required for the junior primary stage of education when all the children of the age group 6 to 11 are brought under compulsion.

The scales of pay for the teachers have already been discussed in an earlier part of the Report, and the estimates for planning have to be made on the assumption that the scales of pay recommended therein will be approved. It has been accepted as a general principle that teachers' salary constitutes 70 per cent of the total bill for education and that 30 per cent is required for contingent expenditure and other necessary school services. In addition, provision has to be made for 5 per cent of the gross expenditure for the purpose of calculating administrative cost of introduction of compulsory education.

The statement in Annexure B-VII indicates the progression of expenditure in the period of 10 years consequent to introduction of compulsory education up to junior primary stage. In the initial year the recurring cost of education will be Rs. 48.56 lakhs. In the fifth year, it will mount to Rs. 262.40 lakhs and ultimately in the tenth year to Rs. 753.16 lakhs.

#### *(b) Senior Primary Schools.*

Compulsion in the senior primary schools may be introduced in the sixth year of the plan. Compulsory education at this stage will also need to be planned in two stages, particularly because of the paucity of the supply of teachers. In the sixth year of the plan 32 per cent of children of the age group 11-12 will have to be brought under compulsory education. In addition to this, it will be necessary to bring the additional 8 per cent of pupils, who join middle schools of the type proposed by us, under compulsion. Thus, in the initial year of introduction of compulsory education at the senior primary stage, 40 per cent of the age group 11-12 will be brought under compulsion. The second stage of the plan will commence in its eleventh year when the remaining 48 per cent of the age group 11-12 will be compelled to attend senior primary school and 12 per cent middle school.

The basis for calculation of other expenditure in respect of senior primary schools may be taken to be the same as that for junior primary schools except that the salary of the teachers will be in accordance with the pay scales for these schools proposed in the earlier part of this Report. It is also felt that more expenditure will be necessary at the senior primary school level for equipment and for provision of buildings and other facilities such as those for craft work, craft material, agricultural farms, laboratories and

hostels. It is not possible within a limited undertaking to consider all aspects of expenditure at this stage in detail. Only rough approximation can at best be attempted.

If children of the age group 11-12 are brought under compulsion in the sixth year of the plan, in that year there will be 1,66,000 pupils under compulsion in the senior primary schools and 41,000 pupils in middle schools. This number will gradually grow to 12,84,000 pupils in senior primary schools and 3,21,000 pupils in middle schools in the thirteenth year of the plan. The statement in Annexure B-IV indicates the gradual rise in enrolment in each year of the plan. The rise in enrolment will necessitate employment of 27,383 teachers in high and middle schools. Annexure B-XI works out the additional staff that will be required in each year of the plan in the senior primary and middle schools. The cost of compulsion at the senior primary stage in each year of the plan is worked out in the statement in Annexure B-VIII. The recurring expenditure will rise from Rs. 44.35 lakhs in the initial year to Rs. 394.35 lakhs in the thirteenth year of the plan. This expenditure is exclusive of the increased expenditure on this account in the middle department of high schools, where the estimated cost will mount from Rs. 16.86 lakhs in the initial year of the plan to Rs. 142.79 lakhs in the thirteenth year.

In addition to this, an expenditure of Rs. 401 lakhs will need to be incurred on construction of buildings for senior primary schools on a very modest basis of providing class room accommodation at the rate of Rs. 25 per child.

Thus, when all children of the age group six to 14, numbering 42,60,000 are brought under compulsion and 1,04,634 teachers are employed in schools, the recurring cost of education on primary schools exclusive of the cost in middle schools, will be to the tune of Rs. 12.57 crores every year. The cost may appear to be colosel but in reality it is as modest as it can possibly be and the average cost of schooling of a pupil in the primary school works out to Rs. 30 per annum which cannot be considered to be exorbitant.

#### High School Education

4. It has been visualised that 20 per cent of the pupils passing out of the junior primary schools will join the middle departments of high schools and continue their schooling in them. Another 4 per cent of the pupils will join the high school at a later stage after completing their education in the senior primary schools. This gives the basis for estimating the strength of enrolment in the high school stage. Annexure B-IV indicates the additional enrolment in the middle, junior and senior departments of high schools in each year of the plan. According to it, in the seventeenth year of the plan there will be additional enrolment in high school of 8.16 lakhs of pupils.

The scales of pay for the teachers in high schools have been indicated in the earlier part of this Report and the basis of calculation of schooling in high school may be taken to be the same as for primary school, namely, that 70 per cent of the total expenditure will be required for meeting the salary bill and 30 per cent for other services. On this basis, expenditure necessary in each year of the plan is worked out in the statement in Annexure B-IX. The ultimate recurring annual cost on high school education on this basis will be Rs. 759.72 lakhs. The major part of the increase in the cost will commence from the sixth year of the plan and will mount gradually till the seventeenth year.

Proper planning, however, cannot ignore some of the problems that require immediate attention at the high school stage. In the first place, it will be necessary to provide from the very initial year of the plan for the normal development of high school education and to meet the growing demand for it. In the second place, the scheme of Reorganisation of Secondary Education will require immediate implementation to enable realisation of full value from education at that stage. Qualitative improvement at the high school stage of education cannot be delayed. It will also be necessary to readjust the present system of provisioning of education with a view to ensuring that rural areas are not totally neglected and that girls receive their due share of high school education. Lastly, it has to be realised that proper education in agriculture at the high school stage has been more or less ignored so far. The various plans of development which the country has in view relate to acceleration of outturn of agricultural products. These plans cannot be realised unless they are supported by a sound system of high school education which will provide leadership in the field of agriculture that is most urgently needed. While planned provisioning for high school education may commence from the sixth year of the plan, immediate expenditure will be necessary to meet the problems which demand immediate remedy. It is difficult for this Committee to work out the detailed cost of such measures and all that can be said is that their postponement will be detrimental to the wider interests of education.

### **University Education**

5. The system of education in this country is often assailed on the ground that it is top-heavy and that the superstructure has grown out of all proportion to the foundation. This position was carefully studied by the Central Advisory Board of Education in their Report on Post-War Educational Development in India and the following extract from the Report will bear quotation:

"In England and Wales the enrolment in High Schools for 1938 was 5,69,000 and the number of full-time students in Universities was 49,000. This works out at one in seven seeking admission to Universities. In pre-war Germany, there were 7,86,691 students in the Secondary Schools and 1,11,935 in Universities. The high proportion of students in Indian Universities as compared with the school-going population indicates that in India the superstructure of the educational system has been allowed to develop before the main building has been erected on broad and sound foundations.

If on the other hand the total number of University students is calculated in relation to the total population, it will be found that India is perhaps the most backward of all the principal nations of the world in University education. In pre-war Germany, the proportion of students in the Universities to the entire population was 1 to 690, in Great Britain 1 to 837, in the United States 1 to 225, in Russia 1 to 300, while in India it is 1 to 2,206.

There are 12 Universities in England for a population of 41 millions. In Canada, there are 13 Universities for a population of 8½ millions, in Australia six for a population of 5½ millions. In the U. S. A. there are 1,720 institutions for education of a University type for a population of 130 millions while in India there are 18 Universities for a population of

400 millions. All this goes to prove that when India has a proper educational system, she will need more University education and not less than she has at present, but the growth of Universities should be in proportion to the expansion in the lower stages and conditional on the introduction of a sound selective process in higher education."

The Central Advisory Board of Education recommended that only such pupils should be admitted to the universities as are likely to benefit by instruction at that stage. They have estimated that one out of every 15 pupils passing out of the high school would be fit for university education and the strength of enrolment at the university stage may be estimated on this basis. Provision for as many students at the university stage as has been recommended by the Central Advisory Board of Education may result in heavy cost. For the basis of calculation of planning for Madhya Pradesh, it may be assumed that 60 per cent of them will pass the Senior High School Certificate examination and that 25 per cent of them will join the three-year degree course. It may be also assumed that 20 per cent of the graduates will take up post-graduate studies. On this basis, the table in Annexure B-III indicates the percentage of the college-going population that will be in colleges from the thirteenth year of the plan to the twentieth year. The actual enrolment on this basis is worked out in the table in Annexure B-V. This indicates that there will be a gradual rise in the additional enrolment from 6,318 in 1964-65 to 52,710 in the twentieth year of the plan. It is difficult to assess the basis of the cost of education at the university stage and the most practicable manner of doing so would be to provide for the recurring cost on the basis of Rs. 400 per pupil per annum, which now is the generally accepted figure. On this basis, the cost will mount up from Rs. 25.52 lakhs in the year 1964-65 to Rs. 210.84 lakhs in the twentieth year of the plan. The table in Annexure B-XIII indicates the gradual rise in expenditure on collegiate education in each year of the plan. This cost, however, does not include heavy expenditure on the construction of buildings and it is not possible at this stage to visualise what that expenditure will be.

The plan for university education takes into consideration such additional enrolment as will become inevitable when the system of primary and high school education have developed fully. This accounts for the fact that the large increase at this stage of education commences to be felt from the thirteenth year of the plan and is at its maximum in the twentieth year. In addition to this, certain other factors which elude planning, however, carefully it may be done, have to be taken into consideration. The demands of the normal growth which are as pressing as they are justified need to be met fully and immediately. While utmost care has to be taken to ensure that only the best type of pupils join the universities, it is also necessary to make adequate provision for the education of pupils who will join colleges and universities even in the initial years of the plan. It is also necessary that pupils who merit university education on grounds of sheer ability are not denied opportunities for receiving it because of indigence or poverty. The Central Advisory Board of Education has observed that "something more than exemption from fees is necessary to make education accessible to all" and a system of scholarships to enable those who merit higher education has to be instituted. The University Commission has recommended thorough re-orientation of education in the universities and colleges. Implementation of the recommendations of the University Commission Report needs to be attended to immediately.

Normal growth of collegiate and university education has brought to the forefront certain demands, fulfilment of which is long overdue. To mention but one of them is the need of establishment of a university at Jabalpur and this is a matter which needs immediate attention. Moreover, in recent years important new institutions have come into existence such as the College of Engineering at Jabalpur, Medical College at Nagpur and the Veterinary College at Jabalpur. These institutions are new and they should be oriented in such a manner as would enable full return in value of the expenditure incurred on them. There are several problems concerning these institutions that require urgent attention. The manner of staffing them, the qualifications of the staff, the standards of equipment and methods of instruction have all to be reviewed in order that the maximum advantage to the State may accrue from the establishment of these institutions. It will be a poor return if these institutions concentrate merely on the training of professional or technical personnel. They must be so oriented as to be able to contribute as best as possible to the advancement of knowledge in their respective spheres and to organise higher research work, particularly on problems which the State has to face in various fields of its activities.

What is being stated of the newly started professional colleges applies with equal force to the comparatively old institution, namely, the College of Agriculture, Nagpur. These are but some of the vital needs which must engage immediate attention though planned provision for growth of university education comes in accordance with the proposed plan at a later stage. It is not possible to work out details of cost that will be required to meet the more urgent and immediate needs but it is hoped that the departments concerned are aware of them.

### **Technical Education**

6. It is difficult to indicate the basis of planning for technical education in the State in the absence of complete data relating to absorption of various types of technical personnel in trades and industries available in the State, or that are likely to be available in the near future. At the same time, the Central Advisory Board of Education is right in observing that "it is reasonable to assume, that if there can be any confidence in human foresight, there will be an urgent need for considerable expansion in this branch of education in the post-war period". Starting of new industries has to depend upon availability of technical personnel. The vicious circle in this regard is well described in the words of Shri Abbott quoted in the Report of the Central Advisory Board of Education :

"No country can initiate and carry on industries on a large scale, unless it has an adequate supply of men specially trained for the direction and management of large industrial concerns as well as of others qualified for the minor but very important supervisory posts in them. On the other hand, it cannot be expected that capable and ambitious men will devote themselves to acquiring this special knowledge and skill unless they see reasonable prospect of exercising it and gaining a decent livelihood thereby."

In planning for technical education it needs to be realised that the distinction between general and technical education is not one of kind but merely of emphasis. In the past, technical education was conceived of as something different from the main current of education and meant only for children who were mentally less capable of receiving general education.

Modern educational view does not recognise that there is any sharp distinction between liberal and technical education and maintains that there is no truly technical education which is not also liberal education and that there is no liberal education which does not also impart education in some technique. Elements of technical education must be found in a properly planned scheme of liberal education and technical education must not confine itself to mere training in certain mechanical skills but it should be broad-based on systematically planned scientific and general education. Viewed from this angle, the need of practical craft work at the primary and high school levels of education has been emphasised in this Report. Provision of agricultural farms and workshops in high schools are considered essential. All pupils in primary and high schools must undertake some practical activity and develop practical skill as part of their general education. At the high school stage, the concept of technical high school is of significance. Technical high school and agricultural high school may base their training on engineering, workshop practice and farming; yet they are essential aspects of liberal education. It is visualised that the intelligent though unskilled labour for industry will come from primary schools and the superior type of service will be provided by those who come out of high schools.

The Central Advisory Board of Education recognises three different types of technical schools, namely,—

- (i) junior technical or trade school;
- (ii) technical high school; and
- (iii) senior technical institutes.

It was visualised that one out of every 40 pupils passing out of the senior primary stage will join a junior technical school. We, however, have not adequate material on our hands to enable us to plan for technical education in the State on any definite basis. Provision of technical education in the State can be made only on an *ad hoc* basis depending on the actual needs of the State. The following provision appears to be essential in the field of technical education.

(i) The need of establishment of well-equipped workshops and farms attached to academic high schools cannot be over emphasized. The pupils turned out from these may not receive technical education : yet they should be enabled to use their hands and eyes with advantage and realise the joy of doing things with their own hands. Every high school pupil must undergo some form or other of practical training and should attain reasonable standards in whatever work he undertakes.

(ii) There are at present two technical high schools in the State; one is 'Kala Niketan' at Jabalpur and the other is at Amravati. While these two institutions should be fully developed and provided with trade school departments and pre-engineering courses, two more such institutions should be established in the State. It is hoped that in the near future four Technical High Schools will meet the needs of the State.

(iii) Three of the existing Schools of Handicrafts at Nagpur, Jabalpur and Raipur should be converted into junior technical schools of the type recommended in the Abbott-Wood Report.

(iv) Provision should be made for training in a large number of trades in the existing schools of handicrafts. A careful investigation needs also to be made in respect of training in arts and crafts and cottage industries suited to

the local conditions. A much larger number of arts and crafts and small industries should be introduced for training in the existing schools for handi-crafts.

(v) The Engineering College at Jabalpur should be developed fully on the lines planned and it should be equipped and staffed on the lines recommended by the All-India Council of Technical Education and the Central Advisory Board of Education. The Engineering College is also training candidates for the Diploma Examinations of the All-India Council of Technical Education. Facilities required by the college for imparting this training should also be made available. Further, provision of superior training in engineering and research on engineering and industrial problems should be made, particularly in regard to problems which are likely to benefit the State economically and enable it to utilize its raw material and industrial potential to the best advantage.

(vi) The Engineering School at Nagpur should be developed on the lines of a Polytechnic Institute and it should strengthen instruction in the courses for which provision has been made in the development plan.

(vii) A Board of Scientific and Industrial Research should be constituted in the State for directing and co-ordinating research in the Engineering College and other institutions with a view to utilising the natural resources of the State. A systematic effort in this direction is necessary and the research should be both in the spheres of pure and applied sciences.

(viii) The College of Engineering and the College of Science in the State lack modern apparatus and equipment which it is most essential to provide very early. The libraries in these institutions are very poor and we cannot lay adequate stress on the importance and urgency of developing them. It is also necessary to create fellowships to enable research in these institutions on the lines that may be laid down by the Board of Scientific and Industrial Research. Provision for this purpose needs to be made in the plan. The statement in Annexure B-XXV, gives the minimum provision that is necessary for meeting the recurring and non-recurring expenditure during the first 10 years of the plan. The proposal is made on a modest basis and it is hoped that it will help lay sure foundations for a system of technical education in the State.

(ix) The need of developing the Department of Psychology and for providing proper vocational and other guidance cannot be over emphasized. Provision should be made for large scale experiments in various types of testing which will be necessary to help the pupil in discovering his special aptitude and for taking up employment suited to his training and talent. Provision for this must come from the funds provided for in the Plan for scientific and industrial research.

### Social Education

7. The State has a population of 2.13 crores. On a rough basis the number of illiterate adults in the State of the age group 14 to 40 works out to 80 lakhs. Approximately 5 lakhs of such people have been brought under educational influence during the past five years. The problem for social education is to provide education in the proper sense of the term to about 75 lakhs of people in the State. It is difficult to cover the entire population within a period of 10 or 20 years. But utmost significance should be attached to a properly planned scheme of social education. It is, therefore, proposed on an *ad hoc* basis to provide for expenditure of Rs. 1 crore every year for social education in the first 10 years of the plan.

The scheme of social education introduced in this State is in general accord with the scheme launched by Government of India. The activities which it envisages are many, and being related to the life of the community, its scope is as wide as life itself. We also realise that the scheme of social education will require re-orientation with a view to making it an effective instrument for successful implementation of the national plans of economic and social development of the country. Social education activities will have to arouse enthusiasm and practical interest of the community in the plans of development and educate them in the importance of their co-operation and of the need of self-imposed discipline by the community on itself. No plan of economic welfare of the people can work without organised and intelligent co-operation of the people and it will be one of the important functions of social education to create in the people the right attitude and arouse in them the right spirit.

### TRAINING OF TEACHERS

8. The problem of training of teachers is a key factor in educational planning. The training of teachers will determine success of the plan at various stages. It has already been suggested that the teacher for junior primary schools should receive two years training in the normal school; teacher for the senior primary school should be a matriculate and receive two years training in a diploma institute; the teacher in the middle department should pass the Senior Certificate Examination or the Intermediate Examination and should receive two years training in a diploma institute; the teacher in the junior high school should be a graduate and should receive one year's training for the degree of Bachelor of Teaching in a training college and the teacher for the senior high school should hold a Master's degree and obtain the degree of Bachelor of Training at least. Training of teachers will depend upon the requirements of teachers at the various stages in the development of the educational plan and accordingly the following provision is considered necessary :—

- (i) Provision of a two year course of training in a normal school during the period of first 10 years of the plan for 72,544 teachers in addition to those that are already being trained at present.
- (ii) Provision of a two years training at diploma institute for 32,090 senior primary school teachers within a period of first 13 years of the plan.
- (iii) Provision of a two years course of training at a diploma institute for 8,023 middle school teachers in the first 13 years of the plan.
- (iv) Provision of one year course for the degree of Bachelor of Teaching for 9,938 teachers in the first 17 years of the plan.
- (v) Provision of one year course of B. T. Training to 9,422 teachers of the senior high schools in the first 17 years of the plan.

Besides, the training institutions and in particular training colleges will have to perform a large number of new functions which they must, in order to become effective laboratories for helping planning, progress and development of education in the State. In addition to training teachers for the degree of Bachelor of Teaching, the training college should provide higher training

for the degree of Master of Education to selected students who will be required for staffing training institutions and filling in important administrative posts. The training college should also undertake researches on various problems connected with education and to this end they must be properly fitted and staffed. The standard of the training institutions will to a large extent depend on the nature of research work undertaken by them and a beginning has to be made by re-orientating the training college for undertaking this responsibility.

The average annual cost of training works out to Rs. 501 for each primary school teacher, Rs. 796 for the middle school teacher and Rs. 1,899 for a high school teacher. A statement in Annexure B-XII, indicates the recurring cost of training of the teaching personnel, that will be required, for the primary and high school stages of education in the next 16 years. The total cost in the course of 16 years works out to Rs. 1,543.78 lakhs and the average annual recurring cost to Rs. 175.38 lakhs. It will be for the department of education to plan the details of increasing facilities for training of different types in accordance with the detailed requirements for the Plan when it is put into action.

### BUILDINGS

9. Provision of buildings for primary schools and high schools on a planned basis is most essential. However hard one may try to ignore this need, it is too real to be avoided and the least what needs to be done is to provide buildings of cheap type such as those which have been discussed in earlier parts of this Report.

Cost of construction of school buildings cannot ordinarily be less than Rs. 1,000 per class room. It is very doubtful whether this is a reliable figure because the estimates which were given by overseers of the Janapada Sabhas who are practically engaged in construction of buildings of cheap type in their jurisdiction indicated that the average cost of construction of a class room will not be less than Rs. 1,660. Assuming, however, that each class room will cost about Rs. 1,000 the statement in Annexure B-XXVII, works out the cost of construction of school buildings for junior primary, senior primary and middle school departments, in the next 13 years. The cost of school buildings in the initial year will be Rs. 56.65 lakhs and it will mount gradually every year. It will be highest in the 6th year of the plan in which the cost will be 142.82 lakhs. It will gradually decline and mount up again according to the requirements of the plan. The total expenditure during the first 13 years on buildings will approximate to Rs. 1,126.57 lakhs.

### EQUIPMENT

10. The cost of equipment may be calculated roughly on the basis that the initial cost per child in the junior primary stage will be Rs. 11 and in the senior primary and middle stages Rs. 34. The statement in Annexure B-XXVI indicates the cost of equipments in these schools in each year of the first 13 years of the plan. The cost will mount gradually from Rs. 24.92 lakhs in the initial year to 109.40 in the 13th year of the plan.

## FREESHIPS AND SCHOLARSHIPS

11. In accordance with the spirit of the Constitution, education at the primary stage should be free. It was suggested that a fee of Rs. 24 per annum should be charged in the middle department of high schools. The rate of fee in the junior high school classes should be Rs. 72 per annum and that in the senior high school classes should be Rs. 120 per annum. The educational institution should provide for a large number of freeships and scholarships to enable the poor and indigent children to receive education. The principle of award of freeships in Government high school at present is that all children belonging to the scheduled castes and scheduled tribes are exempted from payment of fees. Freeships to the extent of 10 per cent of the total enrolment are permissible in non-Government schools. These principles are sound and they should be continued.

Granting of freeships alone will not enable a large number of capable pupils to pursue their education in the high schools. It is, therefore, necessary to award a large number of scholarships which will provide the pupils freedom from want during the period of their schooling in the high school. This is a matter which should engage serious attention of the Education Department. The purpose of democracy will not be served if intelligent and otherwise suitable children are denied opportunities for high school education on account of poverty. One of the members of the Committee, Dr. Patwardhan, insists that children of teachers of primary schools should receive free schooling in the high schools. It is difficult to make invidious distinction between children of teachers and children of other citizens who belong to the same economic category. If the general principles of award of freeships can include children of primary school teachers it will meet Dr. Patwardhan's wishes. It will not be desirable to do anything special for the children of teachers which is not done to children of people of the same class.

In accordance with the 20 years plan of education, drawn up by the Committee, the annual recurring cost of education in each year of the plan during the next 20 years is worked out in statements in Annexure B-VI. This table will show that the cost of the plan in the initial year will be Rs. 263.40 lakhs, and it will mount up gradually to Rs. 1,327.42 lakhs in the 10th year and Rs. 2,784.56 lakhs in the 20th year. In addition to this, it will be necessary to find funds for meeting capital and non-recurring expenditure that will be required for implementation of the plan.

It was also considered desirable to work out the plan on the assumption that while compulsory primary education will be introduced up to the junior primary stage in the first 10 years of the plan, compulsion at the senior basic stage may commence in the 11th year of the plan and not earlier. In the first 10 years of the plan, every endeavour will be made to accelerate development of senior primary education and even to introduce compulsory education wherever necessary, particularly with a view to accelerating the supply of trained teachers. Yet, compulsion in the proper sense of the term will commence in a planned way from the 11th year of the plan. Various \*tables are annexed which show the requirements of the plan on this assumption and the table in Annexure B-XVIII gives only recurring expenditure that will be required for the implementation of the plan in each year.

### COST OF THE TWENTY-YEAR PLAN

12. The cost of education as worked out in the 20 year plan is given in Annexure B-VI. The recurring cost of the plan in the 20th year under various heads will be as follows :—

	Stage						Expenditure (in lakhs)
							(1)
Junior primary	..	..	..	..	..	..	1,130·11
Senior primary	..	..	..	..	..	..	538·86
Middle department	..	..	..	..	..	..	181·34
Junior high	..	..	..	..	..	..	298·88
Senior high	..	..	..	..	..	..	372·87
Universities	..	..	..	..	..	..	210·84
Training of teachers	..	..	..	..	..	..	13·81
Social Education	..	..	..	..	..	..	10·00
Technical Education	..	..	..	..	..	..	27·85
Total	..	..	..	..	..	..	<u>2,784·56</u>

The total cost of the inexpensive buildings for primary and middle schools alone will be Rs. 1,126·57 lakhs and the expenditure on equipment for these schools will be of Rs. 842·71 lakhs. The figures are staggering. It will, however, be realised that provision required by the plan is by no means over-generous. It would be unrealistic to ask for less and if the plan has erred at all, it is on the side of moderation. The Report on Post-War Educational Development of the Central Advisory Board rightly observes that "to provide education on the cheap is the falsest of false economics". The Report has also drawn attention to the eloquent words with which the White Paper containing proposals for Post-War Expansion of the British System of Education began : "Upon the education of the people of this country, the fate of this country depends". If it is true that the fate of the country depends upon its system of education, no cost should be considered to be too forbidding. The Report of the Central Advisory Board has further pointed out that "the experience of war has shown that when a paramount necessity can be established, the money required to meet the expenditure, however, formidable the sum may be, can and will be found", and has suggested that it is for India "to decide whether a time has arrived when a national system of education is a paramount necessity". The Report further observes : "They recognise that much devoted service has been rendered to the cause of education both by bodies and by individuals, but in a country where apathy and inertia have reigned so long in the educational domain and where poverty has been the accepted excuse for leaving undone what ought to be done, a prodigious effort will be needed on the part of those responsible, both to set things going and to face the financial implications which such action will involve. Other countries, however, are already on the march towards the goal of social security and if India continues to evade her responsibilities in this respect, she must be content to relegate herself to a position of permanent inferiority in the society of civilized nations". In this connection it would be pertinent to draw attention to a warning by Dr. Whitehead against the tendency, which is much

too apparent at present, to belittle the significance of educational development towards national reconstruction. Dr. Whitehead observes, "When one considers in its length and in its breadth the importance of this question of the education of a nation's young, the broken lives, the defeated hopes, the national failures, which result from the frivolous inertia with which it is treated, it is difficult to restrain within oneself a savage rage. In the conditions of modern life the rule is absolute, the race which does not value trained intelligence is doomed. Not all your heroism, not all your social charm, not all your wit, not all your victories on land or at sea, can move back the finger of fate. Today we maintain ourselves. Tomorrow science will have moved forward yet one more step, and there will be no appeal from the judgment which will then be pronounced on the uneducated".



## CHAPTER VI.—FINANCIAL RESOURCES OF THE STATE

The problem of financing of education bristles with difficulties and this has been studied with much care in what has since come to be known as the "Kher Committee Report" of the Central Advisory Board of Education on "Ways and Means of Financing Education". The following are the main sources of income on which education depends:—

- (i) State Government,
- (ii) Local bodies,
- (iii) Fees, and
- (iv) Other sources including contributions made by private agencies and endowments.

### (i) STATE GOVERNMENT

The following table shows the general trend of the extent of contribution made by various sources in Madhya Pradesh since 1922 :—

#### **STATEMENT SHOWING THE SHARING OF EXPENDITURE FROM VARIOUS SOURCES (ONLY PERCENTAGES TO TOTAL EXPENDITURE,) MADHYA PRADESH.**

Years	Government Funds	Board Funds	Fees	Other Sources	Total
(1)	(2)	(3)	(4)	(5)	(6)
1922	63·0	19·6	7·9	5·5	100
1927	63·12	18·41	10·40	8·07	100
1932	45·9	27·9	16·9	9·3	100
1937	43·10	29·8	19·05	8·77	100
1942	42·66	27·31	21·55	8·48	100
1947	46·81	21·72	21·72	9·75	100
1948	55·26	17·32	18·08	9·34	100
1949	59·61	15·05	16·07	9·33	100
1950	..	..	..	..	..

N.B.—Figures taken from the Respective Annual Reports.

This table shows a steady rise in Government's contribution towards education since 1932. This rise is significant. It is accompanied by a corresponding decline in the contribution made from the board funds. There is also a steady decline in fee income. Income from other sources continues to be fairly steady but that is very small. Normally, much expectation is placed on income from private agencies and endowments. Actually, however, the income from these sources is slender.

2. The following table compares the contribution from various sources in the different States of the country in the year 1947-48:—

#### **STATEMENT SHOWING THE COMPARATIVE FIGURES OF EXPENDITURE ON EDUCATION FROM VARIOUS SOURCES**

##### **PERCENTAGE OF EXPENDITURE TO TOTAL EXPENDITURE ON EDUCATION**

	Government funds	Board funds	Fee income	Other sources	Total
(1)	(2)	(3)	(4)	(5)	(6)
Assam	54·0	9·9	21·7	14·4	100
West Bengal	35·3	10·2	40·3	14·2	100
Bihar	25·9	32·3	26·7	15·1	100
Bombay	50·0	13·3	25·4	11·3	100
Madhya Pradesh	55·2	17·3	18·1	9·4	100
Madras	50·6	15·9	18·3	15·2	100
Orissa	69·4	6·7	14·7	9·2	100
East Punjab	55·3	10·8	18·8	15·1	100
Uttar Pradesh	45·9	10·7	25·8	17·6	100

Total of Government of India. 47·5 14·4 24·4 14·1 100

N.B.—The figures pertain to the year 1947-48 and have been taken from the publication of Government of India.

The statement will show that Government's contribution towards education compares favourably with other States excepting Orissa where Government contribute much larger share than in any other State. The relative share towards education in this State from the board funds stands next only to Bihar. Income from fees, however, is comparatively small and income from other sources is perhaps the smallest, next only to Orissa.

The statement given below compares the revenues of the State and expenditure on education with national income:—

**TABLE—SHOWING NATIONAL INCOME AND STATE REVENUE AND PERCAPITA EXPENDITURE ON EDUCATION**

State	National income	Per capita National income	Percentage of State Revenue to National income	Per capita contribution to State revenue	Per capita expenditure on Education
(1)	(2) (in Millions)	(3) Rs. a. p.	(4) Percentage	(5) Rs. a. p.	(6) Re. a. p.
1. Madhya Pradesh ..	5,588	306 14 11	3.40	10 6 10	1 9 3
2. Madras ..	13,704	254 8 1	4.07	10 5 7	1 11 11
3. Bombay ..	8,571	369 4 9	5.71	21 0 5	4 1 1
4. Uttar Pradesh ..	12,457	209 1 3	4.47	9 5 8	1 2 6
5. Bihar ..	5,813	147 11 6	4.20	6 3 5	0 5 3
6. Assam ..	2,493	225 9 9	3.58	8 1 2	1 2 5
7. Orissa ..	2,129	224 12 3	4.18	9 6 5	0 13 9
8. East Punjab ..	2,575	222 15 9	6.19	13 12 8	1 9 2
9. West Bengal ..	3,245	153 1 8	9.81	15 0 3	1 6 2

*N.B.—Figures taken from Shri Natrajan's book on National Income in India (Government Printing, Madras).*

It will be observed that other States get a much larger share of the national income for the State revenues and the proportion of the educational expenditure per head to *per capita* contribution of the national income to the State revenues is smaller in Madhya Pradesh than in any other States.

In United States 1.5 per cent of the national income was used for payment of school cost between the years 1914 to 1920. The figure rose to 3 per cent in 1930. In accordance with the table given above, the percentage of *per capita* expenditure on education to the national income is roughly 0.5 per cent.

From this table it will also appear that, as compared with other States, there is possibility of higher taxation, particularly of the surplus income and of raising the contribution of the State as a whole towards the cost of education.

The following table compares the percentage of total expenditure of the State on Education as compared to the total expenditure on the revenue account in the years 1947-48 and 1951-52:—

**STATEMENT SHOWING THE PERCENTAGES IN GOVERNMENT EXPENDITURE ON EDUCATION TO THE TOTAL EXPENDITURE OF THE STATE**

Province	Total expenditure from Revenue Account		Total expenditure on Education		Percentages	
(1)	(2) 1951-52	(3) 1947-48	(4)	(5) 1947-48	(6) 1951-52	(7) 1947-48
Assam .. ..	12,61,35,000	6,94,79,000	1,69,75,000	57,55,000	13	8.3
Bengal .. ..	38,80,74,000	19,91,85,000	3,47,25,000	1,97,24,000	9	9.9
Bihar .. ..	31,12,92,000	16,79,98,000	3,28,75,000	1,03,50,000	11	6.2
Bombay .. ..	60,59,73,000	41,32,70,000	11,97,68,000	6,00,82,000	20	14.5
Madhya Pradesh ..	20,30,60,000	11,35,90,000	3,19,84,000	1,78,13,000	15.70	15.7
Madras .. ..	61,25,66,400	45,58,56,000	11,53,60,100	7,32,90,000	19	16.1
Orissa .. ..	11,52,02,332	5,84,45,000	1,36,35,088	83,83,000	12	14.4
Punjab .. ..	16,84,38,000	13,96,44,000	1,93,25,600	1,47,46,000	8	10.6
Uttar Pradesh .. ..	.. ..	38,72,96,000	.. ..	4,15,60,000	.. ..	.. ..

\*Figures taken from respective printed budgets of the Provinces and Publication of Government of India.

There has been significant rise in the percentage of contribution towards education in Bombay, but the position in this regard in this State continues to be almost the same in 1951-52 as it was in 1947-48. The rise in educational expenditure in Madhya Pradesh corresponds barely to the rise in expenditure in other spheres of State activities.

The following table compares the revenue of the State and the cost of education per head :—

**PROVISION FOR EDUCATION IN MADHYA PRADESH AS COMPARED WITH THAT OF OTHER STATES**

1951-52

State	Total revenue of the State	Funds provided in the Education Budget	Total revenue of the State per capita population	Expenditure by State on Education per capita population
(1)	(2)	(3)	(4)	(5)
Assam ..	11,60,13,000	1,69,75,000	4 12 8.2	1.3
West Bengal ..	34,04,54,000	3,47,25,000	8 8 7.7	2.6
Bihar ..	35,96,73,000	3,28,75,000	3 5 3.0	1.1
Bombay ..	60,64,25,000	11,97,68,000	9 4 8.3	4.8
Madhya Pradesh ..	20,44,50,000	3,19,84,000	4 8 8.2	1.6
Madras ..	..	11,53,60,000	6 1 8.7	2.7
Orissa ..	10,56,32,000	1,36,35,088	3 2 5.3	1.3
Punjab ..	16,63,41,000	1,93,25,600	5 7 10.4	1.9
Uttar Pradesh ..	..	7,37,17,900	.5 4 9.8	1.6

It will be seen that the burden of education on State revenues per head of the population is smallest in Madhya Pradesh while the revenue per head is slightly better than Bihar and Orissa only.

3. The Committee have been anxious to make a rough approximation of the possible increase in the revenues of the State during the next ten years. The advice of the Finance Department was sought on this question. The principal sources of taxation in the State are as given below :—

- (i) Taxes on income.
- (ii) Land revenue.
- (iii) State Excise duties
- (iv) Stamps.
- (v) Forests.
- (vi) Registration.
- (vii) Receipts under Motor Vehicles Acts.
- (viii) Other taxes and duties.

Out of these items, land revenue is the only one that holds out some prospects of increase in the next ten years as it is possible that Government may undertake revision of settlement which is long overdue. The extra revenue that may be returned by revision of settlement cannot be estimated because it will depend ultimately upon the policy laid down by Government in regard to the principles of resettlement.

It is difficult to predict what revenues may come from the State Excise duties, particularly in view of the fact that further extension of the policy of Prohibition may even lead to a loss of about rupees two crores or more. The revenue from the forests is reported to be at its peak and if there is any change in the income, it will be in the direction of decline because the forests

have been over-exploited in the past years. The income from sales tax will depend ultimately upon the policy of Government of India in regard to exemption of certain items from the tax. According to budget figures of 1951-52, the estimated revenue was of Rs. 130 lakhs. The Finance Department is not able to advise with any degree of precision what the estimate of growth of the revenue will be in the coming ten years. It is even difficult to anticipate what precise share will accrue to the State Government from the Central Excise. The future revenue of the State will depend upon the policy of the Government, which will hold office during the next ten years, in respect of taxation.

4. Taking into consideration the over-all picture of the possible increase in the revenue in the State, the Finance Department of the State Government considers it likely that a sum of Rs. 21.5 crores may be available in the next five years for the purpose of development. This figure is exclusive of whatever assistance that may be forthcoming for the purposes of development from the Government of India.

5. The State Government have prepared development plans for Madhya Pradesh. The total cost of the Five-Year Plan of Madhya Pradesh that is sent to the Planning Commission amounts to Rs. 45 crores out of which Rs. 10.76 crores have been allotted to education. It needs to be clarified that the amount of Rs. 10.76 crores provided for in the development estimates for the quinquennium includes the cost of continuation and further development of the schemes that were launched in the quinquennium ending in 1952. Several educational schemes were launched in the first Five-Year Development Plan which will continue to be in operation in the next quinquennium and they cover a substantial share of the total provision of Rs. 10.76 crores made for planning in the next quinquennium. The Finance Secretary has advised that assuming that the expenditure on development schemes already in force is at the same rate as in 1951-52, for the rest of the planning period about Rs. 5 crores out of the total of Rs. 10.76 will be available for new development schemes in the next five years. This figure should provide the limit beyond which educational planning for the next five years should not venture without making sure of availability of more funds.

#### (ii) LOCAL BODIES

1. Dr. Lakhani of the Ministry of Education has obliged the Committee by preparing a note on the financial resources of local bodies in Madhya Pradesh which is based upon the information contained in the Report of the "Local Finance Enquiry Committee" (1951), appointed by Government of India under the chairmanship of Shri P. K. Watal. The note contains such valuable information that it is incorporated in Appendix III of this Report.

2. The Janapada Sabhas of the State are bound by law to levy a compulsory cess of 18 pies per rupee. The total income from this cess from all Janapada Sabhas works out to Rs. 43.20 lakhs per annum. Under article 86 of the Local Government Act, the Janapada Sabhas may also levy an optional cess at 12 pies in the rupee. Many local bodies do not exercise this option to the full with the result that this source gives a total income of only Rs. 1.36 lakh every year. If all local bodies make full use of this optional provision, the additional income accruing from this source will amount to

Rs. 16.59 lakhs. The Act also empowers the local bodies to levy a special school rate and there is no upper limit of taxation prescribed. Very little advantage is taken of this provision and the revenue from this source is Rs. 4.18 lakhs. If all local bodies were to levy the school rate at 18 pies in a rupee, an additional income of Rs. 39.96 lakhs will be ensured. Thus, educational cesses and school rates if levied to the full extent, will bring in all an additional income of Rs. 56.56 lakhs which will constitute no small contribution to education. It is realised that the policy of taxation by the Janapada Sabhas has necessarily to be cautious and the capacity of the people to bear additional taxation needs to be carefully considered otherwise taxation will become unpopular. There is, however, a view that if the income from any particular source of taxation is earmarked for education, its unpopularity will be considerably diminished. It is, therefore, necessary that Janapada Sabhas as well as the Municipal Committees exert their taxing capacity to as full an extent as is practical and to earmark the additional income for the purposes of education.

3. Dr. Lakhani's note suggests several other sources of revenue for the local bodies and the suggestions merit serious consideration. In particular, the note emphasises imposition of property tax by the Municipal Committees. Only 47 out of 102 Municipal Committees levy house tax and in no case the amount of taxation exceeds 10 per cent. This is a profitable source of income which the Municipal Committees should not neglect and the income from which should be directed towards meeting the cost of primary education.

The State Government of Madhya Pradesh are rightly endeavouring to persuade local bodies to impose "Haisiat" tax in a manner which would yield valuable revenue. Doubling the rate of the land cess and raising it to three annas in the rupee, will bear considerable justification. It is pertinent in this connection to point out that it is not enough to impose taxation. The more important measure to take is to collect taxes already levied. Collection of taxes in the State is not reported to be satisfactory at all.

4. It is difficult to estimate even roughly the extent to which additional sources of income recommended by "Local Finance Enquiry Committee" will yield additional revenue. A serious endeavour, however, is essential in the direction of—

- (i) collecting the taxes imposed at present to the full extent,
- (ii) taking fullest advantage of legal provision for taxation, and enhancing the sources of the revenues of the local bodies, and
- (iii) exploring new sources of revenue recommended by the "Local Finance Enquiry Committee".

### (iii) PRIVATE AGENCIES AND OTHER SOURCES

Voluntary contributions by public in the shape of donations, gifts and endowments for educational purposes are becoming comparatively rarer. There are examples of rich gifts that have been made towards education by individuals and organisations but, on the whole, this source is not yielding as much as it ought to for the development of education. It is difficult to suggest methods by which rich individuals and business organisations can be made to oblige education. Moreover, income from this source will invariably be speculative and it will be difficult to depend on it. The reward of personal honours which rich donations for education brought in return has totally

disappeared. In the existing circumstances of administration, the gifts do not even bring in return certain special privileges or advantages. This source of income is thus drying up gradually. It can be revitalised if the leaders of society and other influential people exert their influence with the people with means and inspire them to pay for education.

#### (iv) DHARMADAYA FUND

The State Government of Madhya Pradesh have considered the possibility of directing what are known as Dharmadaya Funds for educational purposes. It is stated after scrutiny that this source will yield hardly anything more than Rs. 6 lakhs in a year. Even this income will be welcome.

#### (v) INCOME FROM COMPOST MANURE SCHEME

Shri S. N. Agarwal acquainted the Committee with a suggestion made by Acharya Vinoba Bhave that if in a village with a population of about one thousand people Rs. 2,000 are invested in compost manure, an annual income of Rs. 6,000 could reasonably be expected leaving a profit of Rs. 4,000. The Committee is not aware of the details pertaining to the working of this plan ; but the possibility of a substantial net income makes the suggestion alluring. The suggestion needs to be properly studied, its implications analysed and experiments carefully carried on to examine the strength of this source of income.

#### (vi) THE PRINCIPLE OF SELF-HELP

It is growingly felt that with the best will in the world and with all the proposed taxation and other sources of income suggested it will not be possible to have a sum which will be adequate to meet the enormous expenditure which is necessary for attending to the minimum requirements of education in the State. Ultimately the people of the State will have to rely on themselves for providing education. Self-help is one of the surest guarantees of realising the educational ambition of the pupil. A reference has already been made to the contribution which even the poorest in the rural area can make towards education by contributing his labour and material for the construction of school buildings. There are examples in the country where the spirit of self-help once aroused, has created conditions most favourable to the fulfilment of educational plan. For example, it is understood that there is hardly a village of a reasonable size in the entire district of Sholapur in Bombay State which has no school of its own and some of the villages have schools of a size of which anyone will be proud. Given the local good-will and proper organisation, many sources of income can be devised and much progress made by personal contribution of the people, however, small the amount may be. What matters in such cases, is the determination of the people to do the job. An admirable note prepared by Dr. Lakhani and Dr. Pires for the Central Advisory Board of Education, gives two eloquent illustrations of how determination of the people to help themselves can solve problems of education and social reconstruction. The note observes :

“We will end it with two references, one to the USA and the other to the USSR. Both these instances will show how even in these countries, people are relying more on their own efforts than on their Governments. The need for self-help in our country is all the more urgent since India is a poor country and the resources at the disposal of our Governments are limited. It is here that the basic schools score much higher than the traditional types of schools.

Up till 1940, in a part of northern New York State, there were 30 small one-teacher schools dotted throughout the country side. Realising their inefficiency the people of the area voted to raise their own taxes to finance a central building and to expand the teaching staff. Today the Cato-Meridian Central School has accommodation for 950 children from Kindergarten to high school who come from a radius of 20 miles, want to become self-supporting through their own labour."

As regards the USSR below is an extract from the book of Hewlett Johnson, the Dean of Canterbury, entitled "Soviet Success an account of Soviet Russia today", regarding the restoration work at Stalingrad :

".....Restoration proceeds with a will. All share in it. A notable block of flats, made memorable by the thirty days' defence of nine men and a sergeant against terrific odds, has been rendered habitable by the labours of women teachers from the children's kindergarten school. Clerks, factory workers, scientists and housewives use pick, saw, trowel or spade. A volunteer hairdresser offered to cut hair. 'No time yet for hair cuts, learn to make bricks' they said. He did."

While discussing the reorientation of primary education, the possibility of primary school paying its way through craft activity has been discussed. Valuable experiments in this direction have been made at Sevagram, in Bihar, Madras, Orissa, the Punjab and Assam. The Central Advisory Board of Education has appointed a Committee to examine the extent to which the scheme of basic education can be self-supporting. Dr. Lakhani and Dr. Pires, Officers of the Ministry of Education, Government of India, have been deputed to study this problem from all its aspects. Their report from which a passage is quoted, was not available to us during our deliberations. We are of the view that the possibility of some measure of returns from education of a productive nature should not be excluded. It may not be possible for craft activity in a school to yield enough income to maintain the school. Moreover, there may also be several difficulties in creating conditions in which craft activity in a school can be developed in a way which would enable adequate returns. Some of the factors which determine adequate returns from productive works are—

- (i) The size of the school.
- (ii) The enrolment.
- (iii) Regularity in attendance.
- (iv) Availability of craft material.
- (v) Expert guidance.
- (vi) Determination to work.
- (vii) Proper marketing and other facilities.

A genuine endeavour is necessary to intensify craft activity in schools and to make the crafts pay as best as possible. Income from this source is doubly welcome; welcome because it will bring finances to maintain the school and welcome because it will create in the minds of the pupils confidence that a determined and well organised society can attend to its needs.

#### (vii) CONTRIBUTION BY THE UNION AND STATE GOVERNMENTS

According to the constitution of India, the Union Government is not less responsible than States and Local Bodies for providing free and compulsory education. The magnitude of the problem of provisioning for education is such that it cannot be solved unless it is treated on a national level. The best

efforts made at the State level will be too feeble for discharging even a fraction of educational responsibility imposed on the State by the constitution. We have felt depressed by the possibility conveyed to us by the Chairman that in view of the peculiar financial position of the Union Government, they may not be in a position to help the State Governments with finances for developing primary and high school education. In this connection attention is drawn to the recommendations made by the "Kher Committee Report" on "Ways and Means of Financing Educational Development". The Kher Committee has recommended, and the recommendations have subsequently been approved by the Central Advisory Board of Education—that a fixed percentage of the central and provincial revenues—about 10 per cent of the central and 20 per cent of the provincial—should be earmarked for education by the respective Governments and that about 70 per cent of the expenditure on education should be borne by the local bodies and the State Governments and the remaining by the centre. We are convinced that unless financial arrangements on the lines recommended by the Kher Committee is made, there is little hope for development of education. We cannot too strongly endorse the recommendations of the Kher Committee in this regard and recommend that the Union Government should own their share of responsibility and contribute at least to the extent recommended by the Kher Committee. We also recommend that the State Government of Madhya Pradesh on their part should not spend less than 20 per cent of their revenue on education.

We view with no small concern a tendency noticed in certain quarters to give education comparatively lower place in the priorities on which development programmes should be given to those schemes which are economically productive and it is assumed that as education is not immediately productive of material goods, it is not entitled to high priority. This attitude, in our opinion, is seriously mistaken. In any plan for national development, the training of the human material must have a very high priority and no scheme for economic production, however, well designed it may be, will work and give the expected results if the human material fails. Uneducated and unenlightened people cannot implement schemes of production which require intelligent participation of the workers at all levels. No folly can be greater than to entrust highly complicated schemes of production in the sphere of industries and agriculture to persons who have not had benefits of education. Trained personnel of various types required by the plans of economic development and intelligent and educated labour are the determining factors which if not guaranteed, will frustrate implementation of even the most cleverly designed economic plans. We plead for a revision of the attitude towards education on the part of those who are entrusted with the responsibility of preparing plans for national, economic and social development and for allowing education its rightful place in the scheme of priorities.

## CHAPTER VII.—PLANNING WITH FINANCIAL LIMITS

In the preceding chapters we have indicated the colossal magnitude of the problem of providing and financing education of the type which should be the minimum for the State. While we have also indicated additional sources of income, it has not been possible for us to estimate the exact additional funds which will be available for educational purposes if the sources suggested are tapped properly. We repeat that a problem of this magnitude cannot be dealt with at the State level and the only serious way of tackling it is by solving it at the national level. We have also drawn attention to the fact that in accordance with the expert advice, not more than Rs. 5 crores will be available in this State in the next five years for providing increased educational facilities in the State. This sum is exclusive of whatever funds will be required for the continuance of the scheme of development which have already been introduced during the previous quinquennium. While we feel strongly that the additional sum of Rs. 5 crores will not enable realisation of even a small fraction of the essential educational demand, it becomes necessary for us to suggest an alternative plan prepared on a realistic basis depending only on resources about which there is no doubt.

2. We consider it necessary that the sum of Rs. 5 crores, which will be available during the next quinquennium, should be allocated to different stages and types of education in a manner that would be most conducive to the development of education as a whole and also to the implementation of development plans in other productive and social services. We have already discussed in different portions of this Report the relative requirements of education at different stages in the State, and considering them we feel that allocation on the principle enunciated below would be most suitable :—

State		Percentage	Amount (in lakhs)
(a) Primary .. ..	..	48	240
(b) High (including middle) .. ..	15	75	
(c) University .. ..	12	60	
(d) Social Education .. ..	7	35	
(e) Special Education (including technical) .. ..	8	40	
(f) General (including direction, inspection and stipends).	10	50	
Total ..	100		500

In proposing this allocation we have not deviated in any significant way from the percentage of expenditure at the different levels as it obtains at present. We have considered carefully the urgency of each stage of education and allocated funds in proportion to their relative need in a co-ordinated whole of educational programme. It will be seen that we have laid special emphasis on the need of attending to primary education to which we devote nearly 48 per cent of the total funds available. Actually, however, the expenditure on primary education will exceed 48 per cent by far if we also consider the amounts that will need to be spent in consequence on the training of teachers and providing additional inspecting staff for this stage of education. We also consider it necessary to indicate the priorities in respect of each stage of education for which allocation of funds has been proposed.

### A.—PRIMARY EDUCATION

#### (i) *Raising the existing 4-year course to a 5-year course.*

Highest priority at the primary stage of education should be given to adding another class to the primary course and we consider it necessary that primary course should be of eight years duration and it should be conceived of in two different stages—

- (a) the junior primary school—consisting of the first 5-year course, and
- (b) the senior primary school—consisting of the concluding three classes of the school.

The consequence of this suggestion will be that all existing primary schools will have five instead of four classes and they will be providing education in accordance with a new primary education course, the aims and curriculum of which have been discussed elsewhere in this report. We estimate that Rs. 18 lakhs will be required for making this change.

#### (ii) *Revision of grants to Local Bodies and raising the salary of primary school teachers.*

We have pointed out the urgency of the State assuming full control of primary education and we consider that this is a matter which should engage serious attention of Government. The sooner it is done the better. Yet we realise that the consideration of this proposal and working out its implications will take time. The progress of primary education, however, cannot be allowed to be at a standstill till this proposal is approved and implemented. As an interim measure we suggest reassessment of grants for primary schools because we are convinced that the financial position of the Janapada Sabhas is such that they will not be able to shoulder increased educational responsibility without assistance from the State. Increased financial assistance needs to be made available to the Janapada Sabhas and other local bodies with immediate effect and the cost of primary education provided by them should be shared by Government on a 50—50 basis. We, therefore, propose revision of grants on this basis and allocate a sum of Rs. 124 lakhs for this purpose. We also recommend that with the additional grants placed at the disposal of the local bodies on the specific condition that the first priority should be given to raising the minimum salary of the primary school teachers to Rs. 40 per month. Additional grants should be paid on the express condition that the local bodies and other private agencies shall increase the salary of the primary school teacher to a minimum of Rs. 40, continue dearness allowances at the present rates and provide a scale of pay on the lines recommended by us. In making this recommendation we are conscious of the view expressed by one of our colleagues Dr. Patwardhan that the minimum additional privileges that should be given to a primary school teacher are:—

- (a) that the children of school teachers should be exempted from payment of fees at all stages up to the high school stage,
- (b) that every teacher in a primary school should be compulsorily insured to the extent of Rs. 1,000 and that the premium for insurance should be paid by the managers of schools,
- (c) that the teachers should be provided rent-free quarters, or paid a house rent allowance of Rs. 5 per month,
- (d) that free medical aid should be given to the teachers, and
- (e) that the supply of rationed grain for the teachers should be arranged for in the same manner as is made to the police.

While we sympathise with the view expressed by Dr. Patwardhan, we do not consider it advisable to allow to the profession of teaching what may have to be denied to persons of the same level serving the society in other different spheres.

(iii) *Opening of new junior primary schools.*

Opening of additional primary schools should be given high priority. We hope that with the increase in the resources of the local bodies proposed, it will be possible for them to contribute substantial funds towards immediate expansion of primary education in their respective jurisdictions. We feel that from the funds available with Government, it will not be possible to place more than Rs. 70 lakhs during the quinquennium for opening of new primary schools. The initial cost of opening the new primary school with one teacher, works out to about Rs. 1,000 per annum. In addition, more teachers will have to be provided to each school in subsequent years according to their needs consequent on increased enrolment. The details of the plan will have to be worked out by the Department of Education with due regard to the special needs of the more backward areas.

(iv) *Opening of new senior primary schools.*

It will be necessary to lay during this quinquennium reasonably sound foundations for preparing personnel for the teaching profession in future. Full senior primary schools will take time to develop and improvement in the quality of instruction provided in them will also take time. It is, therefore, necessary that immediate measures are taken for opening new senior primary schools and providing them with proper equipment and staff. The standard of training in the senior primary school stage will determine the type of the teachers for the future and it is therefore essential that the programme of activities of the new senior primary schools should be very carefully planned and executed. We propose that during first five years at least 50 new senior primary schools should be opened and a sum of Rs. 8 lakhs may be allocated for the purpose.

(v) *Construction of buildings for primary schools.*

We have discussed the problem of providing buildings for primary schools elsewhere in the report. We adhere to our view that a building programme should be undertaken by State Government on the lines on which it has been taken in Bombay. The cost of the buildings should be shared on 50-50 basis by the State Government and by the village community where facilities are provided. The estimates for cost of the school building should be made on the basis of Rs. 1,000 per class room for the construction of which Rs. 500 should be provided by the State Government and what remains should be provided by the village community either in the form of cash or in the form of labour and building material. The actual size of the school building will vary from village to village and it is not possible to indicate the size of the various school buildings that will be required in the State. We also suggest that if a village expresses its inability to construct a school building, Government should take up the construction work on condition that the village community pay in cash or kind their share of expenditure. We propose that a sum of Rs. 20 lakhs may be earmarked for subsidies towards construction of primary school buildings in the State on the basis of Rs. 500 per class room.

## B.—HIGH SCHOOL EDUCATION

### (i) *Introduction of the scheme of reorganisation.*

The first priority at the high school stage should be given to introduction of the scheme of reorganisation of secondary education prepared by the Board of Secondary Education, Madhya Pradesh, with such modification as have been suggested elsewhere in this Report. The education at this stage should consist of three stages, namely, the middle, the junior high school and the senior high school and the standard of attainment at the senior high school stage should correspond to the present intermediate examination. A large variety, of course, will also need to be provided at the high school stage in accordance with the suggestions made in the "Report on Reorganisation of Secondary Education". We propose that a sum of Rs. 20 lakhs be earmarked for being spent during the quinquennium for introduction of the scheme of reorganisation of secondary education with the modifications suggested by us elsewhere. We lay special emphasis on this recommendation because we feel that reorientation of secondary education is long overdue and that the scheme of reorganisation proposed is vital to improving the standards of instruction at all stages as well as to implementing development plans and creating better social services. The standard of education at the university stage will also depend on the standard of instruction in high schools.

### (ii) *Grants to High Schools.*

2. We realise that high schools managed by private agencies and local bodies will be required to incur some extra expenditure in order to implement the scheme of reorganisation. We also realise that reassessment of grants to most of the high schools is long overdue. In order to enable the high schools to play their new role in society, it is essential that they should be given State aid on an adequate basis. We, therefore, propose to allocate a sum of Rs. 25 lakhs for payment of increased maintenance grants during the quinquennium to high schools for improving standards of instruction in them and for paying their teachers the reasonable wage. We emphasise that as a matter of policy, first endeavour should be made to improving the quality of the existing high schools and making them more effective than they are at present. Expansion of high school education should no doubt be undertaken where it is absolutely necessary, but the quality of high school education needs to be improved immediately. We also suggest that further expansion of high schools should as far as possible be left to the local initiative subject to the condition that the new high schools that spring up conform to the standards which we have recommended in this Report. The State Government may, however, open new schools in such areas where local initiative is not forthcoming and more particularly in backward areas in the State and new high schools for girls. We also recommend that the State Government should take initiative in providing more costly type of high school education and open such institutions as agricultural high schools and technical high schools.

3. Reorganisation of high school education will entail considerable cost in providing additional accommodation, laboratories, work-shops, farms and equipment. We feel that adequate aid should be provided in the educational plan for providing high schools, Government and non-Government, with new buildings or with increased accommodation as the case may be. For this purpose we recommend provision of Rs. 30 lakhs during the next quinquennium. In doing so, we do feel that the amount provided will barely meet

the full requirements of the State. We are no less apprehensive that quite a few managers of high schools may not be able to meet their share of expenditure on the construction of school buildings which according to the existing rate works out to  $\frac{2}{3}$ rd of the cost. They should make every endeavour to raise funds to the extent that will enable them to meet their share of expenditure on construction of school buildings.

### C.—UNIVERSITY EDUCATION

#### (i) *Revision of grants to colleges.*

We realise that abolition of the Intermediate classes in colleges and institution of three year degree courses will require re-examination of the financial position of colleges. We have also recommended improvement in the standard of instruction in colleges managed by private agencies in several parts of the State and in consequence suggested definite scales of pay for the members of the teaching staff and the need of maintenance of proper atmosphere of education in them. It is realised that private colleges may not be able to attain this standard without adequate aid and we are also informed that grants to the colleges are in need of reassessment. We consider that the present principle of assessment of grants for the colleges according to which they receive  $\frac{1}{3}$ rd of the approved expenditure, is reasonable. We recommended that grants to the colleges should be reassessed with due regard to the increased expenditure they will have to incur for providing scales of pay for the staff on the basis proposed by us for colleges and improving standards of work in colleges. We, therefore, recommend allocation of Rs. 10 lakhs durings the quinquennium for this purpose.

#### (ii) *Grants to Nagpur and Sagar Universities.*

We have considered the need of the Nagpur and Sagar Universities and suggested that the University of Nagpur should be a teaching and an affiliating University. We have also recommended that the University of Sagar should develop into a teaching University. In order to enable the Universities to develop on the lines proposed and to make up their existing deficiencies, we recommend allocation of a grant of Rs. 15 lakhs to the Universities of Nagpur and Sagar each during the next 5 years. Thus an allocation of Rs. 30 lakhs in the next quinquennium is recommended for the development of the Universities of Nagpur and Sagar.

#### (iii) *Establishment of a University at Jabalpur.*

We recommended immediate establishment of a University of the federative type at Jabalpur. We also recommend that the colleges at Jabalpur particularly technical and professional colleges which have recently been opened in that town should be strengthened and provided with much better staff and equipment than is provided at present. It is also necessary to provide facilities for post-graduate teaching and research in the old as well as in the newly established colleges at Jabalpur. We, therefore, recommend allocation of a sum of Rs. 20 lacs for establishment of a University at Jabalpur and for the development of colleges and organisation of research work.

### D.—SPECIAL EDUCATION

#### (i) *Opening of 2 additional Normal Schools.*

In the earlier part of the chapter we have recommended opening of 50 senior primary schools and a large number of new primary schools in the State. It is essential that arrangements for training of teachers commensurate with the increased demand for trained teachers should be made in the

State. On a very modest basis, we propose opening of 2 additional normal schools during the next 5 years for the training of teachers in the State and allocation of a sum of Rs. 7.5 lakhs for the purpose during the quinquennium.

(ii) *Conversion of Handicrafts Schools into Junior Technical Schools.*

Three of the existing schools of Handicrafts in the State located at Nagpur, Jabalpur and Akola have been recommended in the earlier part of the Report for being converted into Junior Technical Schools. It has also been recommended that training in several new vocations should be provided in the existing schools of Handicrafts. We recommend an allocation of a sum of Rs. 12.1 lacs for this purpose.

(iii) *Development of Berar Victoria Memorial Technical Institute, Amravati.*

We understand that the State Government have decided to take over the Berar Victoria Memorial Technical Institute and to convert it into a Technical High School. We endorse this measure and suggest allocation of a sum of Rs. 5 lakhs towards the scheme.

(iv) *Introduction of trade courses at Kala Niketan, Jabalpur.*

We consider it necessary that the scheme of opening Kala Niketan should be fully implemented during the next quinquennium. The Technical High School has already been established and new buildings and workshops have been provided for this institution. We now propose opening of trade courses for training pupils for various occupations and trades. We, therefore, recommend an allotment of Rs. 12 lakhs for the purpose.

(v) *Opening of Workshops in High Schools.*

In the relevant part of the Report we have laid stress upon the urgency of opening of good workshops and farms in high schools to enable practical training of the boys. In the initial stages this provision may be made in the existing Government high schools and we recommend an allotment of Rs. 3.3 lakhs for this purpose.

The statement at Annexure B-XXV gives full particulars of the schemes for which allocation of funds has been proposed by us for special schools.

## E.—GENERAL EDUCATION

(i) *Appointment of 125 additional Assistant District Inspectors of Schools for inspection of primary schools.*

We have indicated in the earlier part of the Report the extreme urgency of providing sufficient number of Assistant District Inspectors of Schools and of raising their scales of pay. The development of education, particularly in rural areas, depends upon the personality, resourcefulness and sincerity of these officers. It is they who ultimately implement Government's educational policy in the field. It will do small good, if they are burdened with work and responsibilities which they are physically unable to bear. We, therefore, recommend improvement in the strength of the staff on the principles which we have recommended elsewhere in the Report and provision of Rs. 21 lakhs during the quinquennium for the purpose.

(ii) *Revision of Scales of Salaries of Assistant District Inspector of Schools.*

We observe that the Assistant District Inspector of Schools is at present on the same scale of pay as a high school teacher. We are of the opinion that the duties and responsibilities of an Assistant District Inspector of

Schools are of a more arduous nature and that he should be on a somewhat higher scale of pay than the normal high school teacher. We, therefore, propose that all Assistant District Inspectors of Schools should be immediately placed on the scale of pay of Rs. 125—125—7½—200—Bar—10—250. We recommend for this purpose an allocation of a sum of Rs. 8 lakhs.

*(iii) Appointment of Clerks and Auditors.*

At present the District Inspector of Schools is in charge of all primary education in the district. Expansion of primary education means additional work for his office staff and it is obvious that the ministerial staff in his office needs also to be increased. Similarly, the new schemes already in operation and those that will be put through during the next five years, involve a very heavy expenditure and it is very necessary to see that such huge sums of money are properly spent and accounted for. For this purpose, the audit staff of the department has also to be strengthened. We, therefore, propose a sum of Rs. 3 lakhs for this purpose.

*(iv) Additional Scholarships and Stipends.*

We have emphasised the need of providing a large number of stipends and scholarships to enable the poor and deserving pupils to continue their education. We have been informed that Government had constituted a Committee to investigate into the position relating to the award of stipends and scholarships in the State. We are also informed that the Committee has recommended to Government doubling the number of scholarships and stipends awarded at present. We endorse the recommendation and propose a provision of Rs. 17 lakhs for this purpose.

A brief statement of the allocation of funds proposed by us on various schemes is given below:—

[In lakhs of rupees]

*(a) Primary Education*

Rs.

(i) Raising the existing 4 year course to 5 year course .. .. .. ..	18
(ii) Revision of grants to local bodies and raising the salary of primary school teachers .. .. .. ..	124
(iii) Opening of 50 senior primary schools .. .. .. ..	8
(iv) Subsidy for buildings .. .. .. ..	20
(v) Opening of new primary schools .. .. .. ..	70
Total ..	240

*(b) Secondary Education*

(i) Revision of grants .. .. .. ..	25
(ii) Building grants .. .. .. ..	30
(iii) Introduction of new syllabus .. .. .. ..	20
Total ..	75

*(c) University Education*

(i) Revision of grants to colleges .. .. .. ..	10
(ii) Additional grants to Nagpur and Sagar Universities (Rs. 15 lakhs each) .. ..	30
(iii) For strengthening the colleges at Jabalpur and establishment of a federative and teaching university at Jabalpur.	20
Total ..	60

**(d) Special Education**

**(e) Social Education**

**Social Education** .. .. .. .. .. .. .. .. .. .. .. **Rs.** **35-0**  
**Total** .. **35-0**

**(f) General Education**

	Rs.
(i) Appointment of 125 Additional Assistant District Inspectors of Schools for inspection of primary schools and social education centres.	21.0
(ii) Appointment of 22 clerks and auditors .. . . . .	3.0
(iii) Revision of scales of salaries of Assistant District Inspectors of Schools.. .	8.0
(iv) Additional Scholarships and Stipends .. . . . .	18.0
<b>Total</b> .. .	<b>50.0</b>

In proposing the above allocation, we have been anxious to ensure improvement in quality as well as in quantity of education and distribution of funds in a manner which will ensure maximum benefit from the use of the funds available for this purpose. We sincerely hope that Rs. 5 crores is not the limit of funds that will be available for educational purposes during the next quinquennium and that other resources will be tapped in order to secure funds which will enable implementation of the 20 year plan of education which has been drawn up in Chapter IV of the Report. We recommend implementation of the various suggestions made in Chapter IV for improving the quality and quantity of education and inspiring educational effort at different stages with the spirit which is embodied in the aims of education which have been laid down elsewhere. There is much that can be done with little cost if those in charge of education have the inspiration and initiative and devout faith in methods of self-help. It is also essential that people should repose their faith in the workers in the field of education and give them their unstinted co-operation and assistance. Public confidence in those engaged in the field of education and intelligent co-operation with them will be fully rewarded.

## CHAPTER VIII.—PRESSURE ON UNIVERSITIES

### QUALIFICATIONS FOR RECRUITMENT TO PUBLIC SERVICES

(1) We have considered various methods of relieving the growing pressure on colleges of arts and science by institution at the high school stage of various channels of education which will lead the pupils to various avocations in life. We have also suggested opening of junior technical institutes and providing additional facilities for training in vocations in the existing schools of handicrafts. This will also wean children away from the main current of education and divert them into channels in which they are likely to receive training which will enable them to find suitable occupations in life. We lay special emphasis on these proposals and reiterate that on the reorganisation of high school education on the lines we have suggested depends to a great extent much of the success of the educational policy in the State.

(2) We realise that the lure of finding employment in the State and various services attracts a large number of pupils to the universities and quite a few of them have not the academic aptitude which would otherwise entitle them to education at the university stage. To a certain extent it is not possible to remedy the situation because superior university qualifications are considered necessary for employment in most of the professional and technical services such as Education, Engineering, Forestry, Medical, Veterinary and Law. Technical and professional services will require on the part of their superior personnel proper training at the university stage. The question, however, of non-technical services stands on a different footing. A survey of the existing State Services shows that there are 401 gazetted posts and 402 class III posts which do not require technical or professional qualifications but the minimum qualification for securing them is the possession of the B.A. degree of a university. The duties required to be performed by these officers require experience which is acquired in the course of actual service. The education imparted at the university stage is hardly relevant to the nature of services that they render. They have to possess sound knowledge of the subjects of high school education, character and integrity and robust commonsense. We do not consider that passing B.A. or an equivalent examination of a university is at all necessary for these officers.

(3) In this connection we invite attention to the valuable work which is being done by the Haileybury College in England which admits selected candidates for administrative training and inculcates in them the spirit of worthy and upright service in conformity with the highest and best traditions. Candidates to this college are very carefully selected and their education is specially designed to meet the specific need of the services which they will be required to render, and, above all inculcate character and ideals of service which are the surest foundations of proper administration. We are strongly tempted to recommend institution of such a college. Youngmen should be recruited to this service on probation at an early age soon after passing the senior high school certification examination of the type proposed by us. The selection should be rigorous and should be made through competitive examination for boys of not more than 19 years of age and not less than 17 years. They should be given intense and thorough training in a properly equipped and staffed administrative college. The period of training in the college may vary from two to three years—two years for candidates who are selected for gazetted posts and three years for those selected for non-gazetted posts. The Public Service Commission of the State may be associated with both at the

time of the preliminary and final selection of candidates. Those who come out successful will constitute the real backbone of services. Boys will be admitted to the college at a proper age when they are still receptive of ideas and capable of being moulded into a pattern of ideal administrative officers which Government need and which are so rare. We have deliberately fixed the upper age-limit at 19 with the specific purpose of ruling out admission of graduates to the administrative college. The type of institution which we propose for establishment has already been established for training of personnel of Defence Services, namely, the National Defence Academy, Dehra Dun. We, therefore, recommend the establishment of a college of administrative services in the State on the lines of the Haileybury College in England.

(4) Some of us are of the view that so long as various All-India Services insist on a degree as the minimum qualification for competitive examinations, young men will continue to rush to the university to avail themselves of a chance of trying their luck in superior services. This difficulty is real. It is for the Union Government to consider this problem and to prevent crowding of the universities with pupils for whom university education will not be essential. We do realise that a large number of pupils who intend to get into All-India Services do derive much benefit from university education and are most suited for the education at that stage. It is, however, also a fact that no small number of candidates who are anxious to compete for All-India Services is not likely to derive full benefit from university education and they will only crowd the universities. We, therefore, consider it necessary that this matter should be studied by the State Governments and the Union Government and a common policy in respect of the basic qualifications for recruitment to various services be evolved. This is a measure which cannot be undertaken at the State-level alone.

TARACHAND (*Chairman*).  
 K. L. DUBE\*.  
 R. P. TRIPATHI\*.  
 S. N. AGARWAL†.  
 B. A. MANDLOI.  
 D. L. KANADE SHASTRI.

BEOHAR RAJENDRA SINHA.  
 S. T. DHARMADHIKARI\*.  
 R. S. RUIKARI.  
 S. G. PATWARDHAN†.  
 E. W. FRANKLIN (*Secretary*).  
 M. H. RAO (*Assistant Secretary*).

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\*These members have signed subject to their note of observations which is appended to this report.

†These members have signed subject to their minutes of dissent which is appended to this report.

## SUMMARY OF RECOMMENDATIONS

### CHAPTER IV.—REORGANISATION OF THE SYSTEM OF EDUCATION IN THE STATE

The country must have such type of schools as will serve its ends and advance its moral and cultural progress. The structure of the system of education obtaining in this State is old and is in need of radical change. Changes proposed are :

#### (i) Primary Education.

(a) The duration of the course of primary education should be of eight years and it should be designed to serve the needs of children between the ages of six and fourteen.

(b) While the eight year primary course should provide a self-contained whole of education, the course may be conceived of in two stages; namely the junior primary stage consisting of the first five years of the course and the senior primary stage consisting of the remaining three years.

(c) Provision should be made for allowing pupils to bifurcate from primary schools after completion of the junior primary stage at the age of 11 to high schools. Provision should also be made to facilitate pupils joining the high schools after completing the full primary course.

(d) It is proposed to name the first stage of education, providing eight year course of education to children of the age group 6 to 14 as primary stage. This name will avoid complication of the stage of education with any of the educational ideologies.

#### (ii) High School Education.

(a) The normal age of admission to the high school should be 11 years, that is after completion of the junior primary stage of education.

(b) Entry to the high schools should as far as possible, be confined to those who are likely to derive fullest advantage from higher education. It is necessary to direct researches and investigations and to seek psychological and other aids to find out dependable methods of selection of pupils for entry to the high schools.

(c) The high school consist of the following three stages:—

(i) The Middle School stage:—This should comprise of the first three classes VI, VII and VIII and provide education which while it will retain the essential features of the education imparted in the senior primary school will also attempt to lay sound foundation for higher education in the high schools.

(ii) The Junior High School stage:—This should provide a two year course comprising of classes IX and X. The standard of instruction at this stage should correspond to the present matriculation standard. There should be a public examination after the completion of this stage and those pupils who wish to terminate their education, may do so after completing this stage.

(iii) The Senior High School stage:—This should provide a two year course comprising of classes XI and XII and impart instruction up to the present Intermediate standard.

**(iii) University Education.**

(a) The Nagpur University should become a teaching and affiliating university and it should be the only affiliating university in Madhya Pradesh.

(b) The Nagpur Mahavidyalaya and the College of Science, Nagpur, should be gradually transformed into Constituent colleges of the Nagpur University.

(c) The Sagar University should be a teaching university. It should cease to exercise its affiliating functions.

(d) A university of the federative type should be established at Jabalpur immediately.

(e) In the near future, a teaching university may be considered for Amravati.

(f) The degree course should be a three year course. The Master's Degree should be taken in one year by those who have secured the Honours Degree and in two years by those who have secured the Pass Degree. No college should undertake teaching at the Intermediate stage which will form part of the secondary stage in accordance with the scheme of Reorganisation proposed by us.

(g) Colleges up to the degree standard may be opened at such district places where there is a justifiable demand for them. Conditions of affiliation should be carefully laid down and rigorously enforced.

(h) No college should be opened unless there is reasonable assurance of an enrolment of 300 pupils. A certain minimum endowment for each college must be insisted upon.

(i) The teaching staff shall be given scale of salary not less than that indicated below :—

(i) Principal—Rs. 400—20—600.

(ii) Senior Lecturers—Rs. 300—15—500.

(iii) Junior Lecturers—Rs. 200—10—400.

For every four posts of Junior Lecturers, there should be one post of Senior Lecturer.

**(iv) Technical Education.**

(a) In the Reorganisation which we have proposed for primary and high school education, we have given due regard to the need of training of the youth in practical subjects.

(b) We lay special emphasis on the establishment of Junior Technical or Trade Schools and conversion of some of the schools of Handicrafts into Junior Technical Schools.

(c) Institutions should be opened for training agricultural workers as well as for skilled personnel for Art in relation to industry.

(d) We place considerable hopes on the establishment of technical high schools. A good deal of experimentation and thinking will be necessary to give proper shape to such schools.

(e) We also recommend the establishment of agricultural high schools in suitable places preferably in rural surroundings.

(f) The Engineering College at Jabalpur needs to be strengthened and developed to the fullest by giving it necessary equipment, good staff and other facilities and by providing facilities for higher engineering education and research.

(g) We endorse the recommendations of the University Commission that there is ample opportunity for co-ordinating the work of the Science College, Nagpur, with that in the Laxminarayn Institute of Technology.

(h) The Engineering School at Nagpur should be gradually developed into a Polytechnic Institute.

(i) A few very well equipped and staffed Junior Agricultural Schools and Agricultural High Schools should be opened to fill up the big gap in the structure of education in this State.

(j) A proper scheme of training for Arts and Crafts should be prepared. Training in Arts and Crafts and Cottage Industries should depend upon the requirements of the environment, supply of raw materials and marketing conditions.

#### **(v) Social Education.**

(a) Education of the vast masses cannot be left to the conditioned by the weak and whimsical social forces that exist in the present society or the more powerful ones that may try to dominate it for one purpose or another.

(b) The existing educational institutions should become live centres of social education providing centres of community interests and community enlightenment.

#### *Aims of Primary Education.*

We recommend acceptance of the aims of primary education elaborated in pages 32 to 40 of this Report.

#### *Curriculum.*

(i) We recommend that the curriculum for primary schools should be based on the "activity principle" and that useful productive activity related to some craft should be essential part of education at the primary school stage.

(ii) If craft activity in schools yields economic gains without sacrificing educational interests, such gains should always be welcome.

(iii) In the selection of useful craft work, the following are the determining considerations :—

(i) Raw material for the craft work should be locally available.

(ii) The activity selected should be capable of graded development.

(iii) The craft activity must be based upon scientific principles.

Besides productive hand work, the curriculum should include—

(1) Language and simple literature;

(2) Mathematics;

(3) Elementary Science;

(4) Social Studies :

    History

    Geography

(5) Art;

(6) Physical Training; and

(7) Music.

(iv) Emphasis in education should not be on "subjects" but on life. Various school activities should be presented as integral parts of a co-ordinated scheme of education.

(v) Over-simplification of the syllabus is dangerous. The society expects of the school healthy, good and able men and women, and not simply those who can read and write and recite mathematical tables.

(vi) The primary school syllabus prepared by the Director of Public Instruction, Madhya Pradesh, may be adopted for trial with such modifications as may be necessary in the light of the recommendations made by us.

(vii) The syllabus should be considered to be experimental in nature and no syllabus should be accepted as final. Its success lies in the extent to which it is able to achieve the aims of primary education.

(viii) Merely curricular activities will not help to achieve the aims of education. Primary schools should have a large number of extra curricular activities.

#### *High School Education.*

(i) The aims of education at the high school stage proposed by the Report on the Reorganisation of Secondary Education are sound and merit acceptance.

(ii) The principle of curriculum, construction and the manner of providing multi-lateral courses of high school education proposed by the Report on Reorganisation of Secondary Education are sound and the Committee endorse them.

(iii) The views expressed in the Report on the Reorganisation of Secondary Education in regard to the holding of examination, frequent testing of the methods of examination and utilisation of the various methods of psychological testing for assessing the worth and attainments of the pupils are considered sound and are endorsed by us.

(iv) We endorse all recommendations of the Report subject to the following conditions:—

(i) The Report on Reorganisation of Secondary Education will need considerable revision in the light of the structural changes proposed by us.

(ii) Instruction in Hindi and English must be compulsory at the high school stage.

(iii) There should be two public examinations—one on the completion of the Junior High School course and the other at the completion of the Senior High School course.

(iv) None who has not completed the age of 15 years should be permitted to appear at the Junior High School Certificate Examination and none who has not completed the age of 17 should be permitted to appear at the Senior High School Certificate Examination.

(v) It is necessary to instil in the pupils a high moral and patriotic sense at the High School stage.

#### **(vi) Teachers.**

(a) The teacher is the key factor in any system of education.

(b) The teachers for Junior Primary School should have graduated at the Senior Primary Stage of education and must have received two years' training at a normal school.

(c) The teachers for the Senior Primary Schools should have passed the Junior High School Certificate Examination and must have received two years' training in a Diploma Institute.

(d) Teachers for Middle Schools should have passed the Senior High School Certificate Examination equivalent to the Intermediate Examination and should have received two years' training in a Diploma Institute.

(e) Teachers for Junior High Schools must be graduates with a degree of Bachelor of Teaching. Teachers for Senior High Schools must hold degree of M. A. or an equivalent degree and in addition should obtain the degree of Bachelor of Teaching or preferably the degree of Master of Education.

(f) We accept the recommendations of the University Commission in respect of the qualifications required of university teachers.

(g) The minimum scales of pay for teachers should be as follows :—

(1) *Junior Primary School:*

Headmaster/Headmistress—Rs. 60—4—100.

Assistant Master/Assistant Mistress—Rs. 40—2—80.

(2) *Senior Primary School:*

Headmaster/Headmistress—Rs. 80—4—120.

(3) Assistant Master in the Middle School Department—Rs. 60—3—120.

(4) Assistant Master in the Junior Department of High School—  
Rs. 100—5—200.

(5) Assistant Master in the Senior Department of High School—  
Rs. 150—7½—300.

Trained teachers in High Schools should be given two advance increments and no distinction should be made between teachers of various subjects. In fact higher scales of pay may be allowed to teachers of specialised subjects such as Engineering, Architecture, Agriculture, Arts, etc.

(6) Headmasters of High Schools—Rs. 225—15—400.

The amount of dearness allowance should be determined from time to time according to the prevailing price-index.

**(vii) Buildings.**

(a) It is necessary to have a well-planned programme for—

(i) repairing school buildings;

(ii) extension of old buildings; and

(iii) construction of new buildings.

(b) It is necessary to construct school buildings which are cheap. It is particularly necessary to do so in respect of primary schools.

(c) Attempts should be made to bring down cost of construction of a primary school building to about Rs. 1,000 per class room.

(d) We recommend the adoption of a policy similar to that adopted by the Government of Bombay for construction of new primary school buildings. A pamphlet giving plans, estimates and specifications of various types and sizes of school buildings should be published.

(e) Government should agree to share atleast 50 per cent of the cost, i.e., Rs. 500 per class room, the remaining portion to be contributed by the village population in cash or in kind.

(f) Failure to adopt a clear-cut policy in this regard will obstruct, delay and even defeat the programme of extending educational service.

**(viii) Equipment.**

- (a) The tendency to belittle the value of proper educational aids and equipment is deplorable.
- (b) If productive type of craft work is to materialise, the school must have ample raw materials and tools.
- (c) A proper organisation for the disposal of articles produced by the school is also necessary.

**(ix) Organisation of School Life.**

- (a) There is no end to the ways in which corporate life can and must be developed in the schools.
- (b) The admirable way in which school life is oriented by the sponsors of the *Nai Talim* which rightly emphasises training for life as the essential purpose of education needs special mention.

**(x) Welfare Activities.**

- (i) We recommend creation of proper organisations for—
  - (a) attending to the health of the pupils;
  - (b) providing service of psychological experts for enabling proper social adjustment of the pupils, particularly of the adolescents in high schools, and for assisting them in discovering their aptitudes and vocations; and
  - (c) helping pupils after they complete their education to find employment suited to their training.

(ii) We recommend development of the Department of Psychology established in the State with a view to training the required expert personnel for guiding the pupils and to conducting psychological researches and tests. We also recommend establishment of child guidance clinics, wherever possible and greater care to prevent delinquency among children.

**(xi) Control and Management of Schools.**

*I.—Primary Schools.*

- (a) The extent to which local bodies have been able to arouse popular enthusiasm in favour of schools cannot be regarded as inspiring and the results of the experiment on decentralised administration so far as education is concerned have not given satisfaction.
- (b) We consider it necessary to vest the entire responsibility for the development of primary education in the State Government and we recommend that these responsibilities should be exercised by the State through its own administrative machinery.
- (c) The funds and financial resources now available with local bodies for meeting the cost of primary education should be made available to the State Government.
- (d) Gram Panchayats should be associated with the local administration of the school.

*II.—High Schools.*

(a) Concentration of schools in certain areas is a problem that should occasion serious consideration on the part of education authorities.

(b) The State Government should own it as their responsibility to provide—

- (i) high school education in rural and backward areas where private agencies are not forthcoming;
- (ii) high school education for girls; and
- (iii) high school education in expensive subjects such as Engineering, Agriculture and Arts.

(c) The Secondary Education Act defines the functions of the Board and its powers adequately and there is no need of modification in the Act.

**(xii) Administrative Machinery.**

(a) Transfer of control and management of primary education to the State Government will require considerable overhauling of the educational machinery.

(b) We recommend the following changes in the administrative machinery:—

- (i) There should be no separate inspectorate for schools for boys and for girls.
- (ii) Overlapping and duplication of work in educational administration should be avoided.
- (iii) Each district should have one Inspector of Schools in Class I of the Madhya Pradesh Education Service. He should be a person with excellent qualifications having wide powers to enable him to take quick decisions. He should be the backbone of the educational administration in the State.
- (iv) Every Inspector of Schools should have one or two assistants in Madhya Pradesh Educational Service Class II according to the size and problems of the district. One of these two may be a woman officer, wherever necessary.
- (v) There should be sufficient number of Assistant District Inspectors of Schools. No Assistant District Inspector of Schools should be given more than 50 primary schools. The scale of pay of the Assistant District Inspector should be revised to Rs. 125— $7\frac{1}{2}$ —200—10—250 immediately.
- (vi) The existing eight Divisions should be reduced to four educational divisions. The Divisional Superintendent should not be saddled with routine inspectional work.
- (vii) The Director of Public Instruction should continue to be assisted as he is at present.
- (c) The quality of inspections is in urgent need of improvement and it is necessary to overhaul the entire system of inspections with a view to making them effective and helpful. It is also necessary to initiate experiments and organise studies and investigations into important educational problems which call for attention.
- (d) We endorse the proposal of the Director of Public Instruction in respect of overhauling of the administrative machinery subject to the advice we have recorded on this subject.

### CHAPTER V.—A 20-YEAR PLAN FOR EDUCATION.

1. Educational plan must be balanced one and it should pay due heed to the requirements of all types at all stages of education.

2. It has been considered necessary to prepare a plan for 20 years which will answer the needs of all stages of education.

#### **Primary Education.**

(a) It is impracticable to provide free and compulsory education to children up to the age of 14 years within a period of 10 years.

(b) It is therefore considered reasonable to undertake planning in two stages—

(i) the first stage should be to provide for education up to the junior primary stage within a period of 10 years; and

(ii) the next stage should be to bring the children of the age group 12 to 14 under compulsion.

#### *(1) Junior Primary Schools.*

(a) It is realised that with the best of will 5,66,600 children of the age group six to seven cannot be brought under compulsion in the very first year of the plan.

(b) In the first stage 40 per cent of the children should be brought under compulsory education, in the first five years of the plan. From the sixth year of the plan compulsion should be extended to the remaining 60 per cent of the age group six to seven. Thus at the end of the tenth year, all children of the age group six to seven will be brought under compulsory education.

(c) It is considered advisable to start classes and introduce compulsory education in the more populous villages; the progression should be from the more populous villages having a population of thousand and more to the less populous ones.

(d) The teacher pupil ratio should be 1:40.

(e) As a general principle teachers' salary constitute 70 per cent of the total bill for education and 30 per cent for contingent expenditure and other necessary school services. In addition 5 per cent of the gross expenditure should be provided to cover administrative cost of introduction of compulsory education.

#### *(2) Senior Primary Schools.*

Compulsion in the senior primary schools may be introduced in the sixth year of the plan. This should be done in two stages. In the sixth year of the plan 32 per cent of children of the age group 11 to 12 will join the senior primary school; in addition 8 per cent of pupils of the age group 11 to 12 will join middle school. The second stage will commence in the eleventh year, when the remaining 48 per cent of the age group 11 to 12 will be compelled to attend senior primary schools and 12 per cent middle schools.

Thus 42,60,000 children of the age-group of 6 to 14 will be brought under compulsion; 1,04,634 teachers will be employed; and the recurring cost of education on primary schools will be Rs. 12.57 crores per annum and the per capita cost of schooling in a primary school will be Rs. 30 per annum.

**(3) High School Education.**

(a) Provision should be made for enabling 20 per cent of the pupils passing out of the junior primary schools to join middle department of high schools and additional 4 per cent of the pupils to join the high schools after completing their education in the senior primary schools.

(b) Seventy per cent of the total expenditure will be required for meeting the salary bill and 30 per cent for other services. The ultimate recurring cost on high school education in the 17th year will be Rs. 759.72 lakhs.

(c) Normal development of high school education will have to be provided from the very initial year of the plan. The normal development should include the following important measures :

- (i) Opening of more schools to meet the increased demand for high schools, especially high schools in rural and backward areas, high schools for girls and high schools which will teach more expensive subjects such as Engineering and Agriculture ;
- (ii) Introduction of the scheme of Reorganisation of Secondary Education ; and
- (iii) Provision of buildings and hostels for schools which have none.

**(4) University Education.**

(a) India is in certain respects the most backward of all the principal nations of the world in university education though the educational structure in the country is top heavy.

(b) It is assumed that 60 per cent will pass the Senior High School Certificate examination ; 25 per cent of these will join the 3 year degree course ; and 20 per cent of the graduates will take up post-graduate studies.

(c) The recurring cost per pupil at the university stage has been taken at Rs. 400 per pupil per annum.

(d) It is necessary to make adequate provision for the education of pupils who will join colleges and universities even in the initial year of the plan and to provide for certain urgent requirements which demand immediate attention such as :

- (i) establishment of a university at Jabalpur ;
- (ii) providing grant-in-aid to the existing colleges ; and
- (iii) providing special assistance to the new institutions which have come into existence in recent years such as the College of Engineering, Jabalpur, Medical College, Nagpur and Veterinary College, Jabalpur.

(e) A system of scholarship to enable those who merit higher education has to be instituted.

**(5) Technical Education.**

(a) The distinction between technical education and general education is not one of kind but merely of emphasis.

(b) The need of practical craft work at the primary and the high school levels needs special emphasis.

(c) Provision of agricultural farms, gardens and workshops in all high schools is considered essential.

(d) Provision for technical education can be made only on an ad-hoc basis, and the following measures are essential :

- (i) the Kala Niketan at Jabalpur and the Technical High School at Amravati should be fully developed and provided with trade school departments and pre-engineering courses ;
- (ii) two more technical high schools should be started in the near future ;
- (iii) three of the existing schools of handicrafts at Nagpur, Jabalpur and Raipur should be converted into Junior Technical Schools ;
- (iv) a much large number of arts and crafts and small industries should be introduced in the existing schools of handicrafts ;
- (v) the Engineering College at Jabalpur should be fully developed. Provision of superior training and for researches on engineering and industrial problems should be made ;
- (vi) the Engineering School at Nagpur should be developed on the lines of a Poly-technic Institute ;
- (vii) a Board of Scientific and Industrial Research should be constituted, for directing and co-ordinating research at the Engineering College and other Science and Technological institutions ;
- (viii) the libraries at the Colleges of Science and of Engineering should be developed ;
- (ix) Fellowships should be created to enable research on the lines laid down by the proposed Board of Scientific and Industrial Research ; and
- (x) the department of Psychology should be developed and provided with proper equipment and staff to enable vocational and other guidance to be given.

The estimated cost of these proposals works out to Rs. 431.25 lakhs in the first ten years of the plan.

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#### **(6) Social Education.**

(a) It is difficult to cover the entire population of 80 lakhs of the age group 14 to 40 within a period of 10 or 20 years. It is therefore proposed, on an ad-hoc basis, to provide for expenditure of Rs. 1 crore every year in the first 10 years of the plan.

(b) Scope of social education is as wide as life itself. Social education activities have to arouse enthusiasm and practical interest of the community in the plans of development. It should be one of the important functions of social education to create in the people the right attitude and arouse in them the right spirit for successful working of national plans for social and economic development.

#### **(7) Training of Teachers.**

(a) The problem of training of teachers is a key factor in educational planning.

(b) 72,544 teachers have to be trained for primary schools; 32,090 for senior primary schools; 8,023 for middle departments; 9,938 for junior high schools; and 9,422 for senior high schools will require to be trained during the next 17 years of the plan.

(c) Training colleges have to perform a large number of new functions in order to become effective laboratories for helping planning, progress and development of education in the State.

#### (8) Buildings.

(a) Cost of construction of school buildings cannot ordinarily be less than Rs. 1,000 per class room and it is doubtful whether this can be treated as a reliable figure.

(b) The total expenditure on this basis during the first 13 years on buildings of primary schools and middle schools will approximate to Rs. 1,126.57 lakhs.

#### (9) Equipment.

The cost of equipment is calculated on the basis of Rs. 11 per child at the Junior Primary stage and Rs. 34 per child at the Senior Primary and Middle stages. The total equipment cost will be Rs. 109.40 lakhs in the 13th year of the plan.

#### (10) Freeships and Scholarships.

(a) The rate of fee in the Middle Department should be Rs. 24 per annum, in the Jnior High School classes Rs. 72 per annum, and in the Senior High School classes Rs. 120 per annum.

(b) A larger number of freeships and scholarships should be provided to enable the poor and indigent children to receive education.

(c) The existing practice in regard to the grant of freeships is considered suitable and should continue.

(d) It is not desirable to make invidious distinction between children of teachers and children of other citizens who belong to the same economic category in the matter of awarding freeships.

(e) The total recurring cost of the 20-year plan works out to Rs. 2,784.56 lakhs. Of this the primary stage will require a recurring expenditure of Rs. 1,668.97 lakhs. The total cost on the proposed inexpensive buildings for primary schools amounts to Rs. 1,126.57 lakhs and the expenditure on equipment for these schools will be Rs. 842.71 lakhs.

(f) The figures of the 20-year plan are staggering. It would, however, be unrealistic to ask for less and if the plan has erred at all, it is on the side of moderation.

### CHAPTER VI.—FINANCIAL RESOURCES OF THE STATE

1. It is difficult to anticipate with certainty possible increase in State revenues during the next ten years, because that will depend upon the policy of Governments which hold office in the next ten years in respect of taxation.

2. Assuming that expenditure on development schemes already in force is at the same rate as in 1951-52 for the rest of the planning period, about Rs. 5 crores of Government funds will be available for new development schemes of education in the next five years.

3. Janapada Sabhas and the Municipal Committees should exert their taxing capacity to as full an extent as is practical and should earmark the additional income for the purposes of education.

4. Donations for educational purposes require to be stimulated and this should be done by the leaders of the society and other influential people.

5. Even the small revenue of Rs. 6 lakhs from Dharmadaya will be welcome.

6. Possibilities of extra income from the compost manure scheme of Acharya Vinoba Bhave should be examined.

7. The possibility of some measure of returns from education of a productive nature should not be excluded. A genuine endeavour is necessary to intensify craft activity in schools, and to make the crafts pay as best as possible.

8. The Union Government should own their responsibility towards education and in accordance with the recommendations of the Kher Committee should ear-mark ten per cent of their total revenues for expenditure on education. The Union Government should aid State Governments by giving them 30 per cent of their total cost on education.

9. The State Government of Madhya Pradesh on their part should not spend less than 20 per cent of their revenue on education.

10. We plead for a revision of the attitude towards education on the part of those who are entrusted with the responsibility of preparing plans for national, economic and social development, and for allowing education its rightful place in the scheme of priorities.

#### CHAPTER VII.—PLANNING WITHIN FINANCIAL LIMITS

1. In accordance with the expert advice not more than Rs. 5 crores will be available in this State in the next five years for providing increased educational facilities in the State.

2. It becomes necessary for us to suggest an alternative plan depending only on such resources about which there is no doubt.

3. Considering the relative requirements of education at different stages we feel that allocation on the principle enunciated below would be most suitable :—

	Stage	Percentage	Amount (in lakhs)
			Rs.
(a) Primary	.. .. .. .. .. .. .. .. .. ..	48	240
(b) High (including middle)	.. .. .. .. .. .. .. .. .. ..	15	75
(c) University	.. .. .. .. .. .. .. .. .. ..	12	60
(d) Social Education	.. .. .. .. .. .. .. .. .. ..	7	35
(e) Special Education (including Technical)	.. .. .. .. .. .. .. .. .. ..	8	40
(f) General Direction, Inspection, Stipends	.. .. .. .. .. .. .. .. .. ..	10	50
	Total ..	100	500

4. Actual expenditure on primary education will exceed 48 per cent by far if the amounts spent in consequence on the training of teachers and provision of additional inspecting staff is taken into consideration.

5. We indicate below the priorities in respect of each stage of education for which allocation of funds has been proposed :—

[In lakhs of rupees]

(a) Primary Education

	Rs.
(i) Raising the existing 4-year course to 5-year course .. .. .. .. ..	18
(ii) Revision of grants to local bodies and raising the salary of primary school teachers .. .. .. .. ..	124
(iii) Opening of 50 senior primary schools .. .. .. .. ..	8
(iv) Subsidy for buildings .. .. .. .. ..	20
(v) Opening of new primary schools .. .. .. .. ..	70
<b>Total</b> .. .. .. .. ..	<b>240</b>

(b) Secondary Education

	Rs.
(i) Revision of grants .. .. .. .. ..	25
(ii) Building grants .. .. .. .. ..	30
(iii) Introduction of new syllabus .. .. .. .. ..	20
<b>Total</b> .. .. .. .. ..	<b>75</b>

(c) University Education

	Rs.
(i) Revision of grants to colleges .. .. .. .. ..	10·0
(ii) Additional grants to Nagpur and Sagar Universities (Rs. 15 lakhs each) .. ..	30·0
(iii) For strengthening the colleges at Jabalpur and establishment of a university at Jabalpur.	20·0
<b>Total</b> .. .. .. .. ..	<b>60·0</b>

(d) Special Education

	Rs.
(i) Opening of 2 normal schools .. .. .. .. ..	7·5
(ii) Conversion of handicraft schools into vocational institutions .. .. .. .. ..	12·1
(iii) Development of Berar Victoria Memorial Technical Institute, Amravati .. ..	5·0
(iv) Introduction of trade courses at Kala Niketan, Jabalpur .. .. .. .. ..	12·1
(v) Opening of workshops in high schools .. .. .. .. ..	3·3
<b>Total</b> .. .. .. .. ..	<b>40·0</b>

(e) Social Education

	Rs.
Social Education .. .. .. .. ..	35·0
<b>Total</b> .. .. .. .. ..	<b>35·0</b>

## (f) General Education

	Rs.
(i) Appointment of 125 Additional Assistant District Inspectors of Schools for inspection of primary schools and social education centres.	21·0
(ii) Appointment of 22 clerks and auditors .. . . . .	3·0
(iii) Revision of scales of salaries of Assistant District Inspectors of Schools .. .	8·0
(iv) Additional Scholarships and Stipends .. . . . .	18·0
Total .. .	<u>50·0</u>

## CHAPTER VIII

1. On the reorganisation of high school education on the lines we have suggested depends to a large extent much of the success of the educational policy in the State.
2. Passing the B. A. or an equivalent degree examination is not necessary for non-technical officers like Naib-Tahsildars, Extra-Assistant Commissioners, etc. The passing of the Senior High School Certificate Examination should be sufficient.
3. We recommend the establishment of a college of Administrative Services in the State on the lines of the Haileybury College in England. The upper age-limit for admission should be nineteen.
4. A common policy in respect of basic qualifications for recruitment to the various union services needs to be evolved and the matter studied by both the Union and State Governments with a view to preventing crowding of universities with pupils for whom education at that stage is not essential.

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## NOTES OF OBSERVATIONS

### Note of observation by Lt.-Col. Pandit K. L. Dubey

I approve the draft of the report of the Tarachand Committee, except that I propose the following two changes, both of which will, I feel sure, have the concurrence of all members of the committee, viz :—

(1) The list of acknowledgments is incomplete ; it must be completed by inclusion of one more acknowledgment, for which I suggest the following terms (at the end of paragraph 9 on page 3), viz :—

"The Committee desires to express its highest appreciation of the systematic, careful and hard work done by Dr. V. S. Jha, in revising the first draft of our report. His philosophical approach to the solution of the problems before the committee together with his rich experience of educational planning and administration in the Madhya Pradesh as well as his close acquaintance with current educational thought and practice, both in and outside India, has enabled us to present our report in a form which, we hope, will not only enable Government to take immediate decisions full of promise for the educational progress of the State but also enlist the intelligent support of all its educated citizens in implementing them with fruitful enthusiasm."

(2) The recommendation (e) (ii) on page 28 of the Report may be redrafted along the following lines, viz :—

"With a view to facilitating the development of Nagpur University contemplated under (i), the Nagpur Mahavidyalaya and the College of Science should now be transferred to Nagpur University. This is essential for the proper development of Nagpur University into a centre of post-graduate studies and research"

As a consequential change, it will also be necessary to add the following sub-clause under (d) in the Summary of recommendations under "(4) University Education" on page 97 of the Report, viz :—

"The Nagpur Mahavidyalaya and the College of Science should be transferred to Nagpur University with a view to facilitating the development of the University into a centre of post-graduate studies and research."

I do not think the Committee intended this old proposal about the transfer of these two colleges to the University to be postponed any further, which interpretation might possibly be placed by the present draft on the subject in the Report.

The draft as suggested above is in accord both with the general objective as stated under (e) (i) on page 28 of the Report and also the recommendation as it appeared in the first draft of the Report :"

"In order to enable it to develop teaching functions, the Nagpur Mahavidyalaya and the College of Science, Nagpur, should be transferred to the Nagpur University."

Further, the various items under (d), under the section “(4) University Education” (p. 97) may also be rearranged in the order of priority which has been adopted by the Committee under “(c) University Education” in “Chapter VII.—Planning within Financial Limits” (page 102 of the Report).

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#### Note of observation by Dr. R. P. Tripathi

I consider it very desirable that the following alterations be incorporated in the draft Report:—

1. The first sentence of (e) (iii) on page 28 of the Report be substituted by the following sentence :—

“The University of Sagar is at present a teaching as well as affiliating University”.

The last sentence in the same clause, viz., (e) (iii)—

“It should cease to exercise affiliating sanctions”—

should be deleted not only because it is unnecessary but it may be misleading too, inasmuch as it may suggest immediate or premature action.

2. The last sentence in (e) (iv), viz. “The University Commission expressed the view that Sagar does not have the traditions for higher education that Nagpur and Jabalpur have” is also uncalled for as it does not convey the decision of the Committee, but is merely a reference lifted from the Report of the Radhakrishnan Commission. Detached from its context, the sentence may produce a wrong impression.

If, however, you are keen on retaining the above sentence, you may also add what the Commission said in the same referencer. And it said, “There are considerations in favour of the development of a good University at Sagar? One of the considerations, the Commission pointed out, is that “Sagar is very suitable place for a University because of its climate and quiet surroundings”.

3. On page 83 of the Report, under the heading ‘Establishment of a University at Jabalpur’, says: “We recommended immediate establishment of a University.....at Jabalpur”. The word “immediate” be dropped from this sentence. In this connection I may draw your attention to the discussion which took place regarding the grant of Rs. 20 lacs. It was suggested that the University may not come into existence with the help of that amount of money. But it was pointed out that the amount suggested be given and if it could be possible with that amount, the University be establishment.”
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#### Note of observation by Shri S. T. Dharmadhikari

I have signed the Report in good faith along with my esteemed colleagues. This means that I am in general agreement with their findings and recommendations. And yet I have felt-called upon to add this supplementary note with a view to emphasize certain very important points. Though apparently it may appear to be merely a difference of emphasis, the following note will make it clear that sometimes a difference of emphasis also matters very much indeed.

There is general agreement on the principle that education being the most fundamental of our basic nation-building activities, it cannot be divorced from our national plan of economic development. We do not seem to have made up our mind about the economic pattern that we want to build up in this country. That is why perhaps we have not been able to adumbrate a scheme of education which will form an integral part of the general economic plan. But the most incontrovertible and grim reality about our economic condition is that we are a hungry people. We have to educate a people who hardly get one square meal a day. A hungry stomach is, in all conscience, the worst condition for the growth of any cultural or human values. That is the crux of the problem of primary education—and, for the matter of that, all education-in India.

Gandhi realised this with his instinctive appraisal of the situation. He loved the people of India ardently and almost religeously. He, therefore, devised a plan of education popularly known as the system of basic education. You can't feed a hungry man on letters and numerals. Hunger being the stark reality about our economic life, the connection between 'culture' and 'agriculture' in this country is more real and more vital than anywhere else in the world. Education has, therefore, to be correlated with out schemes of greater production. Gandhi, therefore, conceived of a plan of education in which creative activity not only forms the pivot on which the whole scheme should turn, but also forms the medium of all education. Gandhi was a man with a 'Vision' and a 'Word'. We are neither. We have, therefore, not been able to summon enough courage to recommend the adoption of Gandhi's scheme in its entirety, with all its implications. All of us, perhaps, do not share his economic outlook also.

However, we dare not blink at facts. Our course of primary education is designed to be a self-sufficient unit. If, therefore, it does not equip the pupil at the end of eight years of education to make an honest living, we may have to face nation-wide frustration. Unless the education we impart fits the pupil to stand on his own economically, it will lack the essential incentive which is indispensable to the success of any scheme of universal education in the context of a democratic order.

My suggestion, therefore, is that some such creative activity as will enable the pupil to become economically self-dependent and will also conduce to regional self-sufficiency of the area in which the school is situated, should be the centre of our scheme of primary education. Whether it will also enable our primary education to become even partially or progressively self-supporting, is a question apart. But we can certainly choose an activity which will have intrinsic educative value and will, at the same time, be correlated with our economic scheme of planning for plenty. From this point of view, the scheme of basic education has much to recommend itself. The basic craft or activity will, no doubt, be adopted not from the profit-motive but for its educative value. But, if our education is to be really useful, it must help us solve the most urgent of our problems—the problem of hunger and the problem of unemployment.

We have categorically accepted in this Report the principle of 'equal-opportunity for all' in the field of education. 'Equality of opportunity all along the line' is a very sound principle, indeed. But it may not be the most expedient policy, specially in the sphere of education, under certain conditions. For instance, we have in this country the scheduled tribes and the scheduled castes and the bacckward classes. Unfortunately, the whole of our

social economy was based on castes. The acquisition of proficiency in reading and writing and the pursuit of learning was, like all other occupations, the vocation of one particular caste. All other castes were religiously prohibited from tasting the point of the tree of knowledge and they piously abstained from tasting it. Naturally, the pupils belonging to these castes are born in an environment utterly devoid of any cultural atmosphere and traditional tendency to acquire education. They have now begun to realise the value of education and they have also begun to feel the need of it, but the aptitude and taste for it is still lacking. The drive is rather economic and political than cultural. If we insist on giving them the same opportunities—and no more—as to the more advanced castes, we will only perpetuate the lag that has till now proved a serious handicap in their way. It is, therefore, incumbent on us to provide for them special facilities and incentive to give them a *fillip*, as it were, with a view to bring them abreast of the more advanced classes who have had a start of centuries over them. I, therefore, suggest that some recommendations to this effect be incorporated in our scheme of education.

There is one very important matter on which I differ from the views of my esteemed colleagues. It is the question of the medium of instruction. It is my considered and definite view that Hindi should be the medium of instruction for all Secondary and Higher education, if we want to translate into reality our conception of an Indian Nation. We should stoutly oppose the establishment of linguistic universities if we do not want Indian Nationalism to degenerate into linguism and multi-nationalism. We have proposed that English should be made compulsory from the higher primary stage. The pupil will have gained sufficient working knowledge of his mother-tongue or the regional language, as the case may be, by the time he completes his Middle School course. He could reasonably be expected to read, write and speak that language with a fair amount of ease and accuracy. He may be allowed the opportunity of pursuing his study of the regional language as an optional subject in high school and college. But the medium of instruction for Secondary and Higher education throughout the country must needs be one and the same, if we want to establish inter-provincial cultural unity and thus to evolve not only a composite national culture, but an integral Indian culture. My argument in favour of a common national medium of instruction unfortunately did not grip my colleagues. But with all deference to them, to me the matter seems so vital to the growth of a robust, sterling and integrated Nationhood, that I felt called upon to express my difference with them.

One last word about a composite province. Madhya Pradesh is a bilingual province. With all the earnestness at my command, I have suggested that Hindi should be made the medium of all Secondary and Higher education. The idea is that both the Hindi-speaking and the Marathi-speaking sections of the population should culturally evolve into a united and harmonious whole. This consummation can be reached only if we adopt certain measures to promote mutual confidence and goodwill. The most effective measure that could be adopted in this behalf is to make Marathi a compulsory subject for the Hindi-speaking student after the Middle School stage.

Let it be clearly understood, however, that my first suggestion about the medium of instruction and this second suggestion are not interdependent. They need not stand or fall together necessarily. Even if my second suggestion is not adopted, the first holds good, since, in my humble judgment, linguistic unity must provide the plinth and foundation for national solidarity and cultural integrity.

We have also laid stress in this Report on the development of the moral and spiritual faculties of our boys and girls. It will not be out of place in this connection to draw particular attention to the havoc which the cinema is playing with all our moral traditions and attitudes. It is creating not only a spiritual vacuum, but a positive irreverence for all moral ideals and standards of conduct and a supreme contempt for discipline, correctness and self-control. If we do not take some effective preventive steps betimes, the cinematograph is likely to prove the bane of all decent civic life in this country. Let us, therefore, lay it down as a strict rule that boys and girls of tender age shall be prohibited from visiting cinema-houses, except when certain prescribed or approved films are shown. I am not plumping for prudery. I do not want to see our boys or girls grow up into strait-laced puritans. But we must resolutely put our foot down against all agencies calculated to undermine moral values and to lead to the defilement of civic life.





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## MINUTES OF DISSENT

### Minute of dissent by Shri S. N. Agarwal

While I generally agree with the contents of the Report of the Committee on Financing of Education in Madhya Pradesh, I am sorry I cannot agree to the principle of bifurcating primary education into junior primary and senior primary stages. On page 23, the report states that "the Central Advisory Board of Education conceives of Basic Education in two stages". The Advisory Board at a recent meeting has now made it very clear that "a system of education cannot be considered as Basic Education in the real sense unless it provides an integrated course including both the junior and the senior stages". The Planning Commission has also stressed this aspect of Basic Education in their latest Report. Many other educationists in the country have emphasised the need of viewing Basic Education as a whole and not cutting it up into two parts. The reason for this is very clear. Basic Education centres round useful productive work, and if we divide the total period of eight years in two stages the advantage of meeting part of the recurring expenditure through saleable articles produced by children is lost considerably. The real advantage of productive effort accrues only towards the last three years of the whole course of Basic Education. It is, therefore, very undesirable to separate the junior from the senior primary stage. If necessary the total period of eight years may be reduced to seven but primary education should be an integrated course during these seven years.

As regards High School education, the Committee was in general agreement with the view that the principles of Basic Education ought to be carried into practice at the High School stage also. If we do not continue the main principle of education through productive work at the High School stage, the whole scheme of education will appear very unscientific.

I am also of the view that specific provisions should be made for accommodating the students of Basic Schools during the period of transition. Students passing out of Basic Schools should suffer from no handicaps whatsoever if they desire to continue their studies at the High School stage. As recommended by the Planning Commission, the same credit should be given to the products of the two types for years of schooling for purposes of inter-school transfers and going in for higher education. For purposes of employment also the students of Basic Schools should not suffer from any kind of disadvantages. As regards English, special provision may be made in the High Schools for coaching up such boys before or after the regular school periods.

Unfortunately, Basic Education has not so far been taken up by the Madhya Pradesh Government in right earnest and I feel confident that this state of affairs will not continue for long. I am constrained to add this Minute of Dissent to this report because if Basic Education is not introduced in right earnest in Madhya Pradesh even at this stage, we shall be open to serious and legitimate criticism by the public in general.

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### Minute of dissent by Shri R. S. Ruikar.

I agree with the suggestions made by Dr. Shivaji Rao Patwardhan as regards minimum additional privileges for Primary School Teachers reference to which has been made in paragraph II at page 80 of the Report.

The reasons advanced by the committee, in rejecting the recommendations of Dr. Shivaji Rao Patwardhan are not convincing and I wish it was possible for the Committee to accept these recommendations of Dr. Shivaji Rao Patwardhan.

**Minute of dissent by Dr. S. G. Patwardhan.**

I regret very much that the Committee has not accepted my recommendations—as regards the minimum additional privileges to be given to primary school teachers—reference to which has been made at page 80 of the Report. I do not think that the reasons advanced by the Committee in rejecting my recommendations are convincing. I wish it was possible for the Committee to accept my recommendations.

There is an omission in the main body of the recommendations made by the Committee, I think it is necessary that physical instructors and music teachers are an essential part of every educational institution and that they should be given equal salary as other members of the staff. Unfortunately there is no reference to this, in the main body of the recommendations.



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## APPENDIX I

### REORGANISATION OF THE ADMINISTRATIVE MACHINERY OF THE EDUCATION DEPARTMENT

#### Pre-1938 organization—

Prior to 1938 the administrative machinery of the Education Department was briefly as follows :—

- (a) The Provincial Unit : of administration was the Directorate with the Director of Public Instruction assisted by a Deputy Director of Public Instruction in the I.E.S.
- (b) The Circle or Divisional Units : There were 4 Circle Inspectors of Schools and 2 Inspectresses of Schools in Class I. Each Circle Inspector and Inspectresses was assisted by 1 to 3 Assistant Inspectors or Assistant Inspectresses in Class II. There were in all 9 Assistant Inspectors and 4 Assistant Inspectresses in Class II.
- (c) The District Units : There were 19 Senior Deputy Inspectors of Schools in the Subordinate Educational Service each assisted by 2 to 5 Deputy Inspectors. The total number of Deputy Inspectors was 75.

#### The 1938 re-organization—

2. In 1938, a re-organization was effected. This re-organization of 1938 relieved the Senior Deputy Inspectors in the Subordinate Educational Service of administrative work and replaced the 9 Assistant Inspectors in class II scale 250—800/200—500 by 19 District Inspectors in class II scale 150—300. The Divisional Inspectors were abolished and the single I.E.S. Deputy Director of Public Instruction in the Directorate was replaced by 3 class I Deputy Directors of Public Instruction and an Officer-on-special Duty for Primary and Basic Education.

3. The Women's Inspectorate consisting of 2 Inspectresses in class I and 4 Assistant Inspectresses in class II was left undisturbed.

4. The powers of the Divisional or Circle Inspectors were then assigned to the District Inspectors in class II. But it was soon found that the status and qualifications of the class II officers were not high enough. An administrative stalemate in regard to the control by the District Inspectors in Class II over High Schools and Normal Schools was caused. Government, therefore, had to withdraw from the District Inspectors, the powers of control over High School and Normal Schools. These powers were thus centralised with the Director of Public Instruction whose staff of Deputy Directors of Public Instruction was increased from 3 to 5.

#### The 1942 reorganization—

5. Within three years of the 1938 reorganization it was found that the administration of boys education suffered from the drag of over-centralisation. Therefore, Government restored, in 1942, the Divisional units. The four Divisional units were revived and the number of Deputy Directors of Public Instruction was reduced from 5 to 1. In course of time it was found necessary to raise the number of Divisional units (for boys' education) from 4 to 8 and the women Inspectorate from 2 to 3.

### The 1945 re-organization of the Women's Inspectorate—

6. Meanwhile in 1945, Government reorganized the Women Inspectorate and created the posts of District Inspectresses of Schools abolishing the posts of Assistant Inspectresses in class II. Routine administration of girls' primary education which was being done by District Inspectors was withdrawn from them and assigned to the District Inspectresses.

### Present organization—

7. Since 1946, the Directorate, the Divisional Inspectorate and the District Inspectorate had to be further enlarged having regard to the development schemes undertaken by the Education Department and special requirements occasioned thereby.

8. The Director of Public Instruction has at present the following officers' posts attached to his Head Quarters' office :—

- (a) Four Deputy Directors of Public Instruction in class I.  
[one for Social Education (Administration)].  
(one for Technical Education).  
(one for Secondary Education and Development).  
(one for Basic and Primary Education).
- (b) One Personal Assistant to Director of Public Instruction in class II.
- (c) One Educational Publicity Officer in class II for Social Education work.
- (d) Four Field Officers in class II for Social Education work.
- (e) One Statistician in class II for Social Education work.
- (f) Two Artists in class II for Social Education work.

9. The Divisional Units consist of 8 Divisional Superintendents of Education in class I assisted by 8 Personal Assistants in the Subordinate Educational Service and 3 Inspectresses of Schools in class I.

10. The District Units of administration to-day are the 22 District Inspectors for boys and 7 District Inspectresses for girls' education. Each District Inspectorate for boys' education comprises one District Inspector and one Additional District Inspector for Social Education in class II Lower Division assisted by 5 to 12 Assistant District Inspectors of Schools (two of these are intended for Social Education work). Each District Inspectress is assisted by 2 to 4 Assistant District Inspectresses. The total number of District Inspectors, Additional District Inspectors and District Inspectresses in class II is 51. The total number of Assistant District Inspectors and Assistant District Inspectresses in the Subordinate Educational Service is 212.

### Need for a comprehensive re-organization—

11. The present administrative set up needs to be re-organized urgently having regard to :—

- (a) elimination of overlapping in the existing administrative set up ,
- (b) the need for promoting co-ordination and cohesion in administration ;
- (c) alignment of the administrative machinery of the Education Department with the Janapada Scheme ;
- (d) the need for economy in the cost of administration ; and
- (e) the experience of the series of re-organisations since 1938.

12. The present set up is as follows :—

- (a) A District Inspector's office is located in each district and the District Inspector is placed in direct charge of primary and lower secondary education for boys. Girls' education at these stages is controlled by District Inspectresses—one for a group of two to four districts each ;
- (b) High Schools and Normal Schools and District Inspectors and District Inspectresses offices are controlled by Divisional Superintendents of Education and Inspectresses.

The areas assigned to District Inspectors and District Inspectresses in respect of the control of primary and lower secondary education overlap and so do the areas assigned to Divisional Superintendents and Inspectresses in respect of High Schools, Normal Schools and the control of their district establishments. This overlapping is uneconomical and also an administrative handicap.

13. Also in actual practice the functions of the Divisional units have drifted into and have contended themselves with voluminous "post office" work. Development of higher secondary education has outstripped the development and expansion of the Divisional units to whom supervision of high schools was assigned. Primary education which has been the charge of the District units also suffered because the District Officers were qualitatively inferior to their task. The present Divisional and District organization does not meet the requirements of effective guidance, supervision and control either of primary education or secondary education. The District units are qualitatively poor and the Divisional units are too diffused and inadequate to provide effective and sustained re-enforcement to the District units for proper control of primary education.

#### Proposals for re-organisation—

14. The overlapping of functions of the men's inspectorate with those of women's and those of District units with those of Divisional units, the deficiency in quality of the District Inspectorate and the diffusion and redundancy in Divisional Inspectorates, have to be eliminated in securing a well integrated and effective administrative organisation. This is proposed to be done by a quadruple merger scheme providing for :—

- (a) the merger of the Men's and Women's class I or Divisional Inspectorates ;
- (b) the merger of the Men's and Women's class II or District Inspectorates ;
- (c) the merger of the Men's and Women's class III or Range Inspectorates ; and
- (d) the merger of the Divisional and District Inspectorates into smaller Divisional units.

15. The proposed merger of the Men's and Women's Inspectorates in class I, class II and class III, and the merger of Divisional and District units, will effect considerable economy.

16. It is necessary that the liquidation of the supervision of the Divisional units, involved in the scheme, should be effectively offset by a double safeguard :—

- (a) strengthening the new smaller Divisional units qualitatively ;

(b) intensive and close supervision by the Director of Public Instruction assisted by his Head Quarters staff and an intermediate supervisory agency.

17. Economy being a paramount consideration at the moment, the increase in expenditure involved in maintaining the safeguards mentioned in paragraph 16 above, needs to be restricted rigidly so that the economy mentioned in paragraph 15 is not only not altogether neutralised but that the overall cost of maintaining the Directorate and Inspectorates is substantially reduced.

#### Detailed proposals for re-organisation—

18. There are at present 3 Inspectresses in class I, 7 District Inspectresses in class II and 22 Assistant District Inspectresses in class III in the Women's Inspectorate. Each of the 3 Inspectresses and the 7 District Inspectresses have their office establishments consisting in all of 55 clerks and 36 menials. The 22 Assistant District Inspectresses have 22 peons with them. With the proposed merger of the Women's Inspectorate with the Men's Inspectorate (i.e. the main body of the Inspectorate) the Inspectorate personnel in general could be retrenched and a single officer could be made responsible for both male and female education in a district.

19. To obviate risks and jar on conservative opinion in the merger of Women's Inspectorate with Men's, I propose that the three class I Inspectresses, the 7 District Inspectresses and 22 Assistant District Inspectresses should be so distributed over the State that each district will have at least one woman officer on its administrative staff so that no girls' institution would be inspected by an Inspector unaccompanied by an Inspectress and where conservatism is the strongest we could stipulate that only women officers shall visit girls' institutions.

20. The diffusion in administrative control by class I officers stationed at divisional centres and the deficiency in the quality of district administration could be remedied by merging the divisional units of administration with the district units.

21. There are at present 8 divisional administrative establishments (men's) with 8 class I officers, 8 Personal Assistants in class III, 72 clerks and 51 menials. The merger of these divisional units with the 22 district administrative units will also allow scope for retrenchment of personnel.

22. The merger of the divisional units with the district units of administration could be effected in either one of the two ways, i.e., either by bringing the district units to the divisional units or by taking the divisional units to the district units. The former alternative will preserve the evils of the existing diffusion in control while the latter will eliminate this evil and is therefore, the more preferable from the administrative point of view.

23. It is proposed to set up divisional offices in each district or small group of districts. The Divisional Officer will exercise all the powers that are exercised at present by the class II District Inspectors and District Inspectresses of Schools and also those exercised by the class I Divisional Superintendents of Education and Inspectresses of Schools. Thus in addition to the duties of the existing District Inspectors, the proposed Divisional (or District) Officer will have those of the District Inspectress and the Inspectress and the Divisional Superintendent of Education.

24. It is essential, therefore, that in the new organization, the Divisional (or District) Unit should be qualitatively and quantitatively stronger than the present district unit of administration. Each Divisional (or District) unit, individually will, of course, have to be comparatively more expensive in cost, than is the existing District unit. Economy in the scheme lies in replacing the existing 40\* administrative offices by 22 administrative offices.

25. In setting up the new organization, the experience of the 1938 organisation and the present organisation has to be fully kept in view.

26. In 1938 organisation suffered mainly from the fact that while the Divisional Inspectorate was liquidated, the Districts were placed in charge of B 2 class of Men, the posts of District Inspectors having been created in the M. P. E. S. class II (Lower Division). These officers were too poor in status and qualifications to exercise control over High Schools and Normal Schools and even over their own Assistant District Inspectors of Schools. Thus soon after the year 1938 reorganisation was introduced High Schools and Normal Schools had to be withdrawn from the control of the District Inspectors and a few years later, it was found necessary to restore class I Divisional Inspectors.

27. In the existing organisation also, there are two officers (*i.e.*, District Inspector of Schools) and additional District Inspector of Schools of the same rank in State Educational Service, Class II, Lower Division, working together in each district. The idea was that each District Inspectorate would work as a single unit and that the senior of the two officers would be the Head of the office. Notwithstanding repeated and stringent instructions to enforce co-ordination and co-operation in work, it has been difficult to secure harmony in work between the "twins" in the midst of pique and jealousy occasioned by the equality in class II status of the two officers. It is obviously necessary for the purposes of effective administration and discipline that one of the two officers in the Divisions should be of a status higher than the other.

28. The fact that the Divisional Officer in the new set up will have control over High and Normal Schools and will have to control other class II officers (*e.g.*, District Officers for Social Education, Head Masters of High and Normal Schools, etc.) has, therefore, to be kept in view in fixing the status of the new Divisional (or District) Officer. Also as stated in paragraph 23, he will have to shoulder the duties of the existing District Inspector in class II, of the existing District Inspectress in class II and duties and responsibilities and work of the existing class I Divisional Superintendents of Education and Inspectresses of Schools. He will also assume specifically control over social education staff in his area which the District Inspector of Schools, only nominally if at all, exercises or can exercise at present. This multiple increase in the work and responsibilities together with the set-backs experienced in the 1938 organisation and in the existing organisation (*vide* paragraphs 26 and 27 above), make it essential for the success of the new set up, the Divisional (or District) Officer should be an officer of class I status and should be allowed adequate staff assistance.

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\*Office of—D.S.Es. 8; D. I. Ss. 22; I./SSCs. 3; D. I. SSes. 7. Total—40.

29. In working out details of the scheme, the imperative call for utmost economy has been kept fully in view. A fullfledged Divisional unit is not proposed to be provided for each of the 22 Districts in the State. Only in 17 of the 22 Districts where the control of Primary Education, School Education and Secondary Education justifies the provision of a fullfledged Divisional unit, has such provision been made. In the remaining five districts where the number of Indian-English Middle High and Normal Schools is less than ten, a Resident Assistant Divisional Officer in class II with a small office establishment is provided.

30. Also, in order that there may not be a breakdown in administration in particularly heavy districts, the Divisional Officer has been given additional assistance by providing one or more Assistant Divisional Officers in class II, to share and assist him in the inspection of High and Normal Schools. In this connection, it may be stated that the accepted principle today is that for inspection of fifty primary schools, one Assistant District Inspector of Schools is required. Inspection of Indian-English Middle Schools, High and Normal Schools take more time and call for superior qualifications than those of Assistant District Inspectors of Schools. The Divisional Officer will have, besides inspection of these schools, heavy administrative duties. It would be reasonable, therefore, to allow him assistance of class II officers where the number of Indian-English Middle, High and Normal Schools is larger than thirty. Accordingly in five districts (Divisional) units, the Divisional Officers have been given, in all, six Assistant Divisional Officers in class II.

31. For assistance in Social Education work, a District Inspector in class II has been retained in each of the 22 districts. This Officer will also function as the general aid of the Divisional Officer or the Resident Assistant Divisional Officer. This will secure the fullest co-ordination between the administration of Social Education and School Education throughout the State.

32. The merger of the Inspectorate in class III, i.e., the merger of Assistant District Inspector of Schools cadre with that of the Assistant District Inspectress of Schools, removes overlapping in the provision of staff for inspection of Primary and Indian Middle Schools. There are in the State 7,980 Primary and Indian Middle Schools and 12,268 Social Education classes. At the rate of 50 Schools and Social Education classes per Assistant District Inspector of Schools, we require a staff of 405 Assistant District Inspectors of Schools for effective inspections. Inclusive of the posts of Personal Assistants to Divisional Superintendents of Education and P. W. R. and Social Education Assistant District Inspectors of Schools, we have at present a total staff of 220 Assistant District Inspector of Schools and Assistant District Inspectresses of Schools. These 220 Assistant District Inspector of Schools and Assistant District Inspectresses of Schools would be adequate for inspection of 11,000 schools and social education classes, even ignoring the fact that in the merger State areas and in certain other forest areas where communications are difficult, an Assistant District Inspector of Schools can effectively take only a much smaller number of schools, etc. and so. To reduce the number of existing (220) of Assistant District Inspectors of Schools and Assistant District Inspectresses of Schools would therefore imply great risk to general efficiency and organisation. Government, however, have desired in the interest of economy, to reduce the

number of Assistant District Inspectors of Schools and Assistant District Inspectresses of Schools by 44 and fix the number of Assistant District Inspectors of Schools and Assistant District Inspectresses of Schools to be provided at 176.

33. The Divisional and Sub-divisional units will need to be provided with adequate office establishments having regard to the increase in volume, complexity and responsibility of the work that will be centred in these offices with the merging of women's inspectorate offices and the Divisional Inspectorate offices into them. It is proposed to provide each Divisional and Sub-Divisional office, on an average, with office establishment as follows :—

Each Divisional Office	Each Sub-Divisional Office
Head Clerk on Rs. 100—175 .. ..	1 Head Clerk on Rs. 80—130 .. .. 1
Finance and Establishment Assistant on Rs. 80—130.	2 Finance and Establishment Assistant ..
Stenogrpher on Rs. 80—150 .. ..	1 Lower division clerks on Rs. 45—100 .. 6
Lower divisional clerks on Rs. 45—100 ..	7 Steno-clerks on Rs. 45—100 plus Rs. 20 allowance.
Steno clerk on Rs. 45—100 plus Rs. 20 allowance one for A. D. S. E., (S.E.) and one for A. D.S.E., H. S. and G. S.)	2 Daftaries .. .. .. .. .. 1
Daftaries .. .. .. .. ..	Peons (ordinary peon) to each A. D. S. E., (S. E.). 3+1
Peons .. .. .. .. ..	4
(Two for office and Two for D. S. E.), plus 1 peon to each of the A. D. S. Es., (S. E.), (H. S.).	
Boy-peons .. .. .. .. ..	Boy-peons .. .. .. .. ..
Farrashes .. .. .. .. ..	Farrashes .. .. .. .. ..

34. In paragraphs 22—33 above, I have dealt with safeguard (a) mentioned in paragraph 16 above. As regards safeguard (b), it is proposed to set up 4 Regional Superintendents of Education to supervise constantly and closely the decentralised and integrated Divisional Organisation. These officers will need to be given a status superior to the Divisional Officers and should be qualified officers of considerable experience. They should have to inspect the work of the Divisional Units, guide the Divisional Officers and review and revise the administrative decisions of the Divisional Officers where necessary.

35. It is proposed that the Regional Superintendents of Education should be class I officers. In view of the intermediate status between the Director of Public Instruction and the Divisional Officers, these officers should be allowed each a special pay of Rs. 120 per mensem. This proposal is modest as compared to the special pay of Rs. 250 recommended by Pay Committee in paragraph 37 of their Report.

36. The Regional Superintendents of Education will need to be provided with qualified and experienced office assistants. The personal of these offices will need to be of a calibre superior to that of the divisional offices.

It is proposed to provide each Regional Superintendent of Education, on the average, with the following staff :—

Office Superintendent in the scale of Rs. 150—245	..	..	1
Establishment clerk on Rs. 100—175	..	..	1
Stenographer on Rs. 80—150	..	..	1
Lower division clerks on Rs. 45—100	..	..	8
Daftari	..	..	1
Peons	..	..	4
Boy-peons	..	..	..
Farrash	..	..	1

37. As regards the Directorate, it is proposed to abolish the following posts in the interest of economy :—

- (a) 3 Class I posts, viz., posts of Deputy Director of Public Instruction (Literature Social Education Scheme), Officer-on-Special Duty (Military Education) and Inspector of Technical Education in the scale of Rs. 350—850.
- (b) 3 posts of Stenographers in the scale of Rs. 80—150.
- (c) 6 posts of peons in the scale of Rs. 20—30.
- (d) 1 post of Statistician in Class II in the scale of Rs. 200—500.

38. During the course of the current year, the following posts in the office of the Director of Public Instruction were abolished :—

- (a) One post of Deputy Director of Public Instruction (Development) in the P. E. S. Class I with a special pay of Rs. 100.
- (b) One post of Assistant to Deputy Director of Public Instruction (Development) in P. E. S. Class II.
- (c) Two posts of Technical Assistant in Class III (S. E. S. U. D.) with a special pay of Rs. 25 each.
- (d) One post of Stenographer in the scale of Rs. 80—150.
- (e) One post of Steno-clerk in the scale of Rs. 45—100 with a special pay of Rs. 20.
- (f) Four posts of peons in the scale of Rs. 20—30.

39. The abolition of the posts mentioned in paragraph 37 imposed additional work on the existing staff and the proposed abolition of the staff mentioned in paragraph 38, should impose further additional work on the remaining staff. Further reduction in this staff of the Directorate would, therefore, be fraught with grave risk.

40. On the other hand, it is necessary to review the status of the Deputy Directors of Public Instruction in relation to that of the new Divisional Officers and the Regional Superintendents of Education contemplated in this Re-organisation Scheme.

41. The Deputy Director of Public Instruction (Secondary Education) and the Deputy Director of Public Instruction (Basic Education) are allowed each a special pay of Rs. 120 per mensem in lieu of the additional work of the shadow posts of Deputy Directors of Public Instruction (Development) and (Primary Education), respectively. The Deputy Director of Public Instruction (Social Education) and Deputy Director of Public Instruction (Technical Education) are not in receipt of any special pay. It is necessary that each of the Deputy Directors of Public Instruction should have like the Regional

Superintendents, a status superior to the Divisional Officers in the new set up. The Deputy Directors of Public Instruction transact business on behalf of the Director of Public Instruction in the branches of Education assigned to them. They will be required more often than at present to tour on behalf of the Director of Public Instruction and take decisions on behalf of the Director of Public Instruction on the spot. It is essential, therefore, to secure their status at a level above the Divisional Officers and at least on a par with the Regional Superintendents. For administrative reasons, it would be of use to have the post of Deputy Directors of Public Instruction interchangeable with those of Regional Superintendents.

42. The Deputy Directors of Public Instruction should, therefore, each be allowed a special pay of Rs. 120 per mensem. This special pay is justified also by the fact that each of these posts will have additional duties assigned to him of posts that have been or being abolished, viz.—

- (a) Deputy Director of Public Instruction (Secondary Education) with additional duties of Deputy Director of Public Instruction (Development).
- (b) Deputy Director of Public Instruction (Basic Education) with additional duties of shadow post of Deputy Director of Public Instruction (Primary Education).
- (c) Deputy Director of Public Instruction (Social Education) with additional duties of Deputy Director of Public Instruction (Literature).
- (d) Deputy Director of Public Instruction (Technical Education) with additional duties of Inspector of Technical Education and Officer on Special Duty (Military Education).

43. Statement I shows the set up as it would be in the new re-organisation. Statement II shows the economy in divisional units and in the Directorate effected in the Scheme and the cost of the Regional Units. It will be seen that the scheme provides for a net retrenchment of 284 posts (3 in Class I, 43 in Class II, 87 in Class III Subordinate Educational Service, 43 in ministerial ranks and 108 in menial ranks). The total economy in the scheme amounts to Rs. 2,07,000. The retrenchment in relation to the existing number of posts works out at 13.6 per cent in Class I posts, 35.5 in Class II posts, 8.3 per cent in Class III posts, 7.7 per cent in the ministerial ranks and 16.02 per cent in the menial establishment. The total budget provision for Direction and Inspection is reduced by 15.6 per cent as a result of this economy.

44. This reorganisation scheme eliminating the existing diffusion in Divisional Units accords with the main principle underlying the 1938 reorganisation and removes the weakness of that scheme arising from the low calibre of the District Inspectorate. The idea of merging men's and women's inspectorate in the scheme is also not new. It was suggested first in 1937 by the then Minister for Education (the present Chief Minister) and was subsequently suggested by two of my predecessors.

45. The scheme eliminates overlapping and provides for integration and co-ordination in administration in the districts in all pre-University stages of education (i.e., girls' with boys' education and education of children with adults—Social Education).

46. The scheme will also provide for a responsible officer in each district to attend on the spot to public complaints in respect of all branches of pre-University Education.

47. The scheme is also designed to fit in the set up of general administration of the State when the Janapada Scheme comes into full operation.

48. Sanction of Government is solicited to the following changes in respect of posts borne in various cadres in the Inspectorate and the Directorate with effect from 1st March 1950 or date of effect :—

(A) Abolition of the following posts :—

- (i) 1 post in class I of the Inspector of Technical Education, Madhya Pradesh in the scale of Rs. 350—850 in Madhya Pradesh;
- (ii) 18 posts in class II in the scale of Rs. 225—400 in Madhya Pradesh;
- (iii) 44 posts in class III in the scale of Rs. 150—200 in Madhya Pradesh and 8 special pays of Rs. 25 per mensem.
- (iv) 19 posts of Finance Clerks in the scale of Rs. 80—130 in Madhya Pradesh.
- (v) 44 posts of lower division clerks in the scale of Rs. 45—100 in Madhya Pradesh;
- (vi) 1 post of Stenographer to Inspector of Technical Education on Rs. 80—150.
- (vii) 25 posts of peons including 2 peons of Inspector of Technical Education in the scale of Rs. 20—30 in Madhya Pradesh; and
- (viii) 25 posts of boy peons in the scale of Rs. 10—15 in Madhya Pradesh;

from the existing staff.

(B) Creation of the following additional posts :—

- (i) 4 posts of Regional Superintendents of Education in class I in the scale of Rs. 350—850 with a special pay of Rs. 120 per mensem for each;
- (ii) 6 posts of Divisional Superintendents of Education in class I in the scale of Rs. 350—850.
- (iii) 4 posts of Superintendents for the four offices of Regional Superintendents of Education in class III ministerial service in the scale of Rs. 150—10—200—15—245 in Madhya Pradesh;
- (iv) 10 posts of Head Clerks and Establishment clerks in the Select Grade of Rs. 100—5—125—125—Bar—10—175 in Madhya Pradesh;
- (v) 13 posts of Stenographers in the scale of Rs. 80—80—4—120—Bar—3—150 in Madhya Pradesh;
- (vi) allowance to 8 lower division clerks for Stenographer's work at the rate of Rs. 20 per mensem each in Madhya Pradesh;
- (vii) 15 posts of Daftaries in the scale of Rs. 25—1—(B)—30—1—40 in Madhya Pradesh; and
- (viii) 13 posts of farrashes in the scale of Rs. 20—1—(B)—30 in Madhya Pradesh;

over and above the existing staff.

(C) Grant of special pay of Rs. 120 per mensem to each of 2 Deputy Directors of Public Instruction for Social Education and Technical Education.

## STATEMENT I

## DIRECTOR OF PUBLIC INSTRUCTION

Assisted by four Deputy Director of Public Instruction, an Accounts Officer, an Education Publicity Officer and one Personal Assistant.—*cont.*

Regional Superintendent of Education, Nagpur Region					Regional Superintendent of Education, Berar Region				
Divisional Superintendent of Education					Divisional Superintendent of Education				
Nagpur	Wardha	Chanda	Chhindwara	Amravati	Akola	Buldana	Yeotmal		
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	
Assisted by A. D. S. Es.	3	1	1	1	2	2	2	1	
With one Resident, A. D. S. E., at.	..	..	Bhandara	Betul	..	..	..	..	..
Assisted by A. D. S. E.	..	..	1	1	..	..	..	..	..

Regional Superintendent of Education, Chhattisgarh Region						Regional Superintendent of Education, Jabalpur Region					
Divisional Superintendent of Education						Divisional Superintendent of Education					
Raipur	Bilaspur	Raigarh	Durg	Jabalpur	Sagar	Hoshangabad	Nimar	Balaghat			
(1)	(10)	(11)	(12)	(13)	(14)	(15)	(16)	(17)	(18)		
Assisted by A. D. S. Es.	1	1	1	1	2	1	1	1	1		
With one Resident, A. D. S. E., at.	..	..	Surguja	Bastar	..	..	..	..	Mandla.		
Assisted by A. D. S. E.	..	..	1	1	..	..	..	..	1		

NOTE.—The staff of 176 Assistant Divisional (District) Inspectors/Inspectresses of Schools will be distributed over the 22 divisions according to the number of schools and Social education centres in each division.

**STATEMENT SHOWING STAFF (GAZETTED) PROPOSED IN THE  
REORGANISATION OF THE INSPECTORATE.**

**MARATHI AREA**

Serial No. and district	Staff proposed		No. of schools					
	Class I	Class II	High schools, Normal schools and Anglo- Indian schools	Indian- English schools	Indian Middle schools	Primary schools	S. E. Centres	
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	
1. Nagpur ..	1 D. S. E.	1 A. D. S. E. (S. E.). 2 A. D. S. Es. (H. S and 1 for girls.)	49	36	21	462	155	
2. Amravati ..	1 D. S. E.	1 A. D. S. E. (S. E.). 1 A. D. S. E.	25	37	78	585	346	
3. Akola ..	1 D. S. E.	1 A. D. S. E. (S. E.). 1 A. D. S. E.	16	20	73	607	368	
4. Buldana ..	1 D. S. E.	1 A. D. S. E. (S. E.). 1 A. D. S. E.	14	25	65	516	371	
5. Yeotmal ..	1 D. S. E.	1 A. D. S. E. (S. E.).	9	15	43	361	165	
6. Wardha ..	1 D. S. E.	1 A. D. S. E. (S. E.).	12	16	13	282	176	
7. Chanda ..	1 D. S. E.	1 A. D. S. E. (S. E.).	7	5	13	323	236	
8. Bhandara ..		1 A. D. S. E. (Resident). 1 A. D. S. E. (S. E.).	5	9	13	346	190	
Proposed Total ..	7 D. S. Es.	14 A. D. S. Es.	..	..	..	3,482	2,007	
Existing staff—	5½ D. S. Es. Issues.	3 D. Is. 16 D. I. S. and Additional D. I. S.						
Total ..	19							
Extra staff or reduction in staff.		5 posts.						

**HINDI AREA**  
**STATEMENT SHOWING STAFF (GAZETTED) PROPOSED IN THE**  
**REORGANISATION OF THE INSPECTORATE**

Serial No. and di trict	Class I	Class II	High schools, Normal schools and Anglo- Indian schools					S. E. camps
			Indian- English Middle schools	Indian Middle schools	Primary schools	S. E.		
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	
1. Jabalpur	.. 1	D. S. E.	A. D. S. E. (S. E.).	21	17	27	351	35
2. Sagar	.. 1	D. S. E.	A. D. S. E. (S. E.).	12	4	19	357	132
3. Mandla	.. }		A. D. S. E. (Resident)	2	5	18	290	131
	.. }	D. S. E.	A. D. S. E. (S. E.).	1	12	235	68	
Balaghat			A. D. S. E. (S. E.).	5	1			
4. Hoshangabad	1	D. S. E.	A. D. S. E. (S. E.).	13	11	33	408	228
5. Chhindwara	.. }		A. D. S. E. (S. E.).	7	13	15	354	193
	.. }	D. S. E.	A. D. S. E. (Resident)					
Betul	.. }		A. D. S. E. (S. E.).	3	2	12	320	115
6. Nimar	.. 1	D. S. E.	A. D. S. E. (S. E.).	13	11	12	279	138
7. Raipur	.. 1	D. S. E.	A. D. S. E. (S. E.).	10	19	16	436	264
8. Bastar	.. }		A. D. S. E. (Resident)	2	5	6	150	181
	.. }	D. S. E.	A. D. S. E. (S. E.).					
Durg	.. }		A. D. S. E. (S. E.).	5	14	9	304	271
9. Bilaspur	.. 1	D. S. E.	A. D. S. E. (S. E.).	9	7	13	377	131
10. Raigarh	.. }		A. D. S. E. (S. E.).	3	6	18	371	261
	.. }	D. S. E.	A. D. S. E. (Resident)					
Surguja	.. }		A. D. S. E. (S. E.).	3	..	3	253	83
Proposed staff	10	D. S. Es.	A. D. S. Es. (S. E.).	..	..	..	4,485	2,281
Total	..							
Existing staff	.. 5½	D. S. Es. and Iss.	4 D. I. S. and Additional D. I. S.					
Total	.. 32							

Extra staff or re-+4½ posts. —13 posts.  
duction in staff.

Grand Total ..+6 posts. —18 posts.  
Hindi and Marathi  
Areas.

**STATEMENT OF GAZETTED AND NON-GAZETTED POSTS  
OF ADMINISTRATIVE BRANCH (INSPECTION ONLY)**

Budget	Existing posts			Total
	Class I	Class II	Class III	
(1)	(2)	(3)	(4)	(5)
Normal ..	8	19	88	115
Development ..	3 (a)	28	(b) 108	139
States ..	1	4	25	30
Total ..	<u>12</u>	<u>51</u>	<u>221</u>	<u>284</u>

Budget	Posts to be retained			Total
	Class I	Class II	Class III	
(1)	(6)	(7)	(8)	(9)
Normal ..	7	19	88	144
Development ..	4	(c) 20	(d) 66	90
States ..	..	4	22	26
Total ..	<u>11</u>	<u>43</u>	<u>176</u>	<u>230</u>

Budget	Posts to be added or reduced			Total
	Class I	Class II	Class III	
(1)	(10)	(11)	(12)	(13)
Normal ..	-1	..	..	-1
Development ..	+1	-8	-42	-49
States ..	-1	..	-3	-4
Total ..	<u>-1</u>	<u>-8</u>	<u>-45</u>	<u>-54</u>

(a) Includes 22 posts of Social Education Additional District Inspectors of Schools.

(b) Includes 44 posts Additional District Inspectors of Schools (Social Education).

(c) Includes 14 posts of temporary Additional District Inspectors of Schools (Social Education).

(d) Includes 44 Social Education Additional District Inspectors of Schools.

**MENT OF MINISTERIAL ESTABLISHMENT OF  
ADMINISTRATIVE BRANCH (INSPECTION)**

Budget	Existing posts						Total	
	Superintendent (150— 245)	Head clerks (100— 175)	Finance clerks (80— 130)	Steno- grapher (80— 150)	Lower division (45— 100)	Lower division carrying allowance		
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	
Normal	..	..	7	*22	1	111	*3	141
Development	..	..	3	(a) 35	6	(b) 124	*22	168
States	..	..	1	5	1	23	..	30
<b>Grand Total</b>	<b>..</b>	<b>..</b>	<b>11</b>	<b>62</b>	<b>8</b>	<b>258</b>	<b>*25</b>	<b>339</b>

Budget	Posts to be retained						Total	
	Superin- tendent (150— 245)	Head clerks (100— 175)	Finance clerks (80— 130)	Steno- grapher (80— 150)	Lower division (45— 100)	Lower division carrying allowance		
(1)	(9)	(10)	(11)	(12)	(13)	(14)	(15)	
Normal	..	..	17	22	1	111	*3	151
Development	..	4	3	(c) 21	19	(d) 80	*30	127
States	..	..	1	..	1	23	..	25
<b>Grand Total</b>	<b>..</b>	<b>4</b>	<b>21</b>	<b>43</b>	<b>21</b>	<b>214</b>	<b>*33</b>	<b>303</b>

Budget	Posts to be added or reduced						Total	
	Superin- tendent (150— 245)	Head clerks (100— 175)	Finance clerks (80— 130)	Steno- grapher (80— 150)	Lower division (45— 100)	Lower division carrying allowance		
(1)	(16)	(17)	(18)	(19)	(20)	(21)	(22)	
Normal	..	..	+10	..	..	..	+10	
Development	..	+4	..	-14	+13	+44	+*8	-41
States	..	..	..	-5	..	..	..	-5
<b>Grand Total</b>	<b>..</b>	<b>4</b>	<b>10</b>	<b>-19</b>	<b>+13</b>	<b>+44</b>	<b>+*8</b>	<b>-36</b>

\*Denotes number of Lower Division clerks posts carrying allowance for stenography at Rs. 20 per mensem.

(a) Includes 22 posts of Social Education (Accountants) Finance clerks.

(b) Includes 44 posts of Social Education Lower Division clerks.

Includes 8 posts of Social Education Finance clerks.

Includes 44 posts of Social Education Lower Division clerks.

**STATEMENT OF MENIAL ESTABLISHMENT OF ADMINISTRATIVE  
BRANCH (INSPECTION)**

<b>Budget</b>	<b>Existing posts</b>				<b>Total</b>
	<b>Daftaries (25—40)</b>	<b>Peons (20—30)</b>	<b>Farrashes (20—30)</b>	<b>Boy peons (10—15)</b>	
<b>(1)</b>	<b>(2)</b>	<b>(3)</b>	<b>(4)</b>	<b>(5)</b>	<b>(6)</b>
<b>Normal</b> ..	<b>7</b>	<b>152</b>	<b>5</b>	<b>15</b>	<b>179</b>
<b>Development</b> ..	<b>3</b>	<b>*148</b>	<b>3</b>	<b>6</b>	<b>160</b>
<b>States</b> ..	<b>..</b>	<b>1</b>	<b>..</b>	<b>4</b>	<b>42</b>
<b>Grand Total</b> ..	<b><u>11</u></b>	<b><u>337</u></b>	<b><u>8</u></b>	<b><u>25</u></b>	<b><u>381</u></b>

<b>Budget</b>	<b>Posts to be retained</b>				<b>Total</b>
	<b>Daftaries (25—40)</b>	<b>Peons (20—30)</b>	<b>Farrashes (20—30)</b>	<b>Boy peons (10—15)</b>	
<b>(1)</b>	<b>(7)</b>	<b>(8)</b>	<b>(9)</b>	<b>(10)</b>	<b>(11)</b>
<b>Normal</b> ..	<b>17</b>	<b>152</b>	<b>17</b>	<b>..</b>	<b>186</b>
<b>Development</b> ..	<b>6</b>	<b>148</b>	<b>4</b>	<b>..</b>	<b>158</b>
<b>States</b> ..	<b>..</b>	<b>3</b>	<b>..</b>	<b>..</b>	<b>6</b>
<b>Grand Total</b> ..	<b><u>26</u></b>	<b><u>303</u></b>	<b><u>21</u></b>	<b><u>..</u></b>	<b><u>350</u></b>

<b>Budget</b>	<b>Posts to be added or reduced</b>				<b>Total</b>
	<b>Daftaries (25—40)</b>	<b>Peons (20—30)</b>	<b>Farrashes (20—30)</b>	<b>Boy peons (10—15)</b>	
<b>(1)</b>	<b>(12)</b>	<b>(13)</b>	<b>(14)</b>	<b>(15)</b>	<b>(16)</b>
<b>Normal</b> ..	<b>+ 10</b>	<b>..</b>	<b>+ 12</b>	<b>15</b>	<b>+ 7</b>
<b>Development</b> ..	<b>+ 3</b>	<b>..</b>	<b>+ 1</b>	<b>- 6</b>	<b>- 2</b>
<b>States</b> ..	<b>..</b>	<b>+ 2</b>	<b>..</b>	<b>- 4</b>	<b>- 36</b>
<b>Grand Total</b> ..	<b><u>+ 15</u></b>	<b><u>- 34</u></b>	<b><u>+ 13</u></b>	<b><u>- 25</u></b>	<b><u>- 31</u></b>

\*Includes 44 posts of Social Education peons.

**ABSTRACT OF REDUCTION OR ADDITION TO EXPENDITURE  
CONSEQUENT OF REORGANISATION**

Saving or addition (1)	Officers			Total (5)			
	Class I (350—850) (2)	Class II (225—400) (3)	Class III (100—200) (4)				
	Number of posts						
Saving (-) .. .. ..	.. 1	* 8	+ 44	- 53			
Addition (+) .. .. ..	.. ..	..	..	..			
Net savings or addition .. .. ..	- 1	- 8	- 44	- 53			
Estimated Expenditure							
Savings (-) .. .. ..	- 4,800	- 24,960	- 46,800	- 76,560			
Addition (+) .. .. ..	.. ..	.. ..	.. ..	.. ..			
Net saving or addition .. .. ..	- 4,800	- 24,960	- 46,800	- 76,560			
Ministerial servants							
Saving or addition (1)	Superin- tendent (200—250) (6)	Head clerks (100—175) (7)	Finance clerks (80—130) (8)	Steno- graphers (80—150) (9)	Lower division (45—100) (10)	All. steno 20 (11)	Total (12)
	Number of posts						
	Saving (-) .. .. ..	.. - 19	.. ..	- 44	.. ..	.. + 8	- 63
Addition (+) .. .. ..	+ 4	+ 10	.. ..	+ 13	.. ..	+ 8	+ 27
Net savings or addition.	4	10	- 19	13	- 44	8	- 36
Estimated Expenditure							
Savings (-) .. .. ..	.. - 24,120	.. ..	- 38,136	.. ..	.. ..	.. ..	- 62,256
Addition (+) .. .. ..	+ 11,280	+ 15,600	+ 17,160	.. ..	+ 1,920	+ 1,920	+ 45,960
Net saving or addition.	+ 11,280	+ 15,600	- 24,120	+ 17,160	- 38,136	+ 1,920	- 16,296
Menial servants					Total		
Saving or addition (1)	Daftaries (25—40) (13)	Peons (20—30) (14)	Farash (20—30) (15)	Boy peons (10—15, (16)	..	..	..
	Number of posts						
	Saving (-) .. .. ..	.. - 33	.. ..	- 25	.. ..	.. ..	- 58
Addition (+) .. .. ..	+ 15	.. ..	+ 13	.. ..	.. ..	.. ..	+ 28
Net savings or addition.	- 15	.. - 33	13	- 25	.. ..	.. ..	- 30
Estimated Expenditure							
Savings (-) .. .. ..	.. - 16,434	.. ..	.. 9,450	.. ..	.. ..	.. ..	.. 25,884
Addition (+) .. .. ..	+ 8,370	.. ..	+ 6,474	.. ..	+ 1,920	+ 1,920	+ 14,844
Net saving or addition.	+ 8,370	- 16,434	+ 6,474	- 9,450	.. ..	.. ..	- 11,040
Total Savings .. ..					- 1,03,896		
(Deduct for upgrading 10 class II posts into class I posts) .. ..					- 16,800		
Net Savings .. ..					- 87,096		
Add to this savings under—							
(a) Contingencies .. .. ..					96,524		
(b) Travelling allowance .. .. ..					24,080		
Total Savings on Re-organisation .. ..					2,07,700		

\*These are accounted for under Social Education in Development Budget.

†Of these 14 are accounted for under Social Education in Development Budget.

## APPENDIX II

STATEMENT SHOWING VILLAGES WITH AND WITHOUT SCHOOLS  
CLASSIFIED ACCORDING TO POPULATION

## Villages with population

Serial No.	Name of district	Above 1,000		Between 1,000—801		Between 800—501	
		With schools	Without schools	With schools	Without schools	With schools	Without schools
(1)	(2)	(3-a)	(3-b)	(4-a)	(4-b)	(5-a)	(5-b)
1	Akola (estimated)	158	2	69	28	166	143
2	Amravati (1948)	184	1	60	19	121	83
3	Bilaspur (1944)	124	170	25	138	41	466
4	Balaghat (1948)	30	69	12	70	28	211
5	Bastar (1948)	25	49	7	53	32	181
6	Betul (1944)	52	7	36	13	67	81
7	Bhandara (1948)	170	121	28	95	39	223
8	Buldana (1944)	167	13	80	13	104	118
9	Chhindwara (1944)	64	19	26	45	61	183
10	Chanda (1944)	110	40	38	86	44	231
11	Durg (1948)	87	24	53	140	109	508
12	Hoshangabad (1948)	97	6	41	19	105	149
13	Jabalpur (1944)	57	33	14	31	36	184
14	Mandla (1944)	17	4	10	11	43	63
15	Nimar (1948)	52	2	23	18	47	111
16	Nagpur (1948)	91	20	26	14	51	156
17	Raipur (1944)	112	27	57	69	95	392
18	Raigarh (1944)	61	34	25	45	74	268
19	Sagar (1944)	94	16	25	24	58	179
20	Surguja (estimated)	33	36	17	39	37	134
21	Wardha (1948)	91	2	32	7	50	75
22	Yeotmal (1948)	124	30	45	64	51	231
Total		1,999	725	749	1,041	1,459	4,370
Grand Total		2,724		1,790		5,829	

Serial No.	Name of district	Villages with population				Column 7 (b) + (3-b) (4-b) (5-b) (6-b) and (8)	Expected number of primary schools sums of columns		
		Between 500—201		Below 200					
		With schools	Without schools	With schools	Without schools				
(1)	(2)	(6-a)	(6-b)	(7-a)	(7-b)	(8)	(9)		
1	Akola (estimated)	98	516	5	287	73	762		
2	Amravati (1948)	56	346	3	132	33	482		
3	Bilaspur (1944)	17	1,322	3	1,049	262	2,358		
4	Balaghat (1948)	59	368	30	419	105	823		
5	Bastar (1948)	33	826	10	1,388	347	1,455		
6	Betul (1944)	105	282	27	540	135	518		
7	Bhandara (1948)	13	421	1	332	83	943		
8	Buldana (1944)	28	378	3	294	73	595		
9	Chhindwara (1944)	61	1,117	12	1,897	474	1,838		
10	Chanda (1944)	30	667	5	1,366	341	1,365		
11	Durg (1948)	94	1,567	17	1,455	364	2,603		
12	Hoshangabad (1948)	55	722	6	1,104	226	1,172		
13	Jabalpur (1944)	35	808	10	1,155	289	1,345		
14	Mandla (1944)	103	810	26	1,047	262	1,150		
15	Nimar (1948)	23	429	..	384	96	656		
16	Nagpur (1948)	19	631	1	587	147	968		
17	Raipur (1944)	54	1,430	5	1,027	254	2,172		
18	Raigarh (1944)	84	927	13	835	209	1,483		
19	Sagar (1944)	18	965	3	1,636	409	1,593		
20	Surguja (estimated)	43	612	13	1,028	257	1,078		
21	Wardha (1948)	8	276	..	138	34	394		
22	Yeotmal (1948)	24	623	..	398	99	1,047		
Total		1,060	16,043	193	18,498	4,572	26,800		
Grand Total		17,103		18,691		4,572	26,800		

### APPENDIX III

#### NOTE ON THE FINANCIAL RESOURCES OF LOCAL BODIES IN MADHYA PRADESH

This note is based on the recommendations made in the Report of the Local Finance Enquiry Committee (1951), appointed by the Government of India under the Chairmanship of Shri P. K. Wattal (Retired Accountant-General).

The object of the note is to make a few suggestions regarding increasing the financial resources of the Local Bodies in Madhya Pradesh so that larger amounts may be available for education. The note is being circulated among the members of the Madhya Pradesh Education Reorganisation Committee for their consideration.

The following three tables give the present position with regard to financial resources of the local bodies in the State:—

TABLE I

[Income 1946-47]

##### **Municipalities**

Income from—	Rs.
Taxation .. .. .. .. ..	1,10,96,594 (72·82 per cent)
Government grants .. .. .. .. ..	10,15,307
Other sources .. .. .. .. ..	31,25,923
Total ..	<u>1,52,37,824</u>

##### **Janapada Sabhas (District Councils)**

Income from—	Rs.
Taxation .. .. .. .. ..	37,96,872 (24·7 per cent)
Government grants .. .. .. .. ..	42,41,071
Other sources .. .. .. .. ..	74,76,952
Total ..	<u>1,55,14,895</u>

TABLE II

**Incidence of taxation per head of population in Local Bodies  
(excluding City Corporation)**

(1946-47)

	In Municipalities (excluding City Corporations)	In District Councils		
		Rs. a. p.	Rs. a. p.	For 1947-48
Bombay .. .. .. ..	8 15 0	0 6 2		
Madras .. .. .. ..	6 15 0	0 7 0		
Madhya Pradesh .. .. .. ..	6 1 3	0 4 0		
U. P. .. .. .. ..	5 15 7	0 2 11		
Assam .. .. .. ..	3 9 9	0 3 9		
Bengal .. .. .. ..	3 7 8	0 3 5		
Punjab .. .. .. ..	2 15 7	0 4 9		
Bihar .. .. .. ..	2 12 0	0 4 9		
Orissa .. .. .. ..	2 6 6	0 2 3		

TABLE III

**Percentage of expenditure incurred on education by Local Bodies (excluding City Corporations) to total income during the year 1946-47**

	Municipalities	District Councils
Madras .. .. .. ..	13·6	58·7
Bombay .. .. .. ..	26·7	82·8
Bengal .. .. .. ..	6·03	14·1
U. P. .. .. .. ..	12·3	58·7
Punjab (1947-48) .. .. ..	11·93	65·09
Bihar .. .. .. ..	13·7	37·2
Orissa .. .. .. ..	9·62	57·51
Madhya Pradesh .. .. ..	17·46	53·12
Assam (1945-46) .. .. ..	14·4	49·65

These tables show that as far as the incidences of taxation and expenditure on education are concerned, local bodies in Madhya Pradesh compare favourable with those in other States.

3. In order to enable local bodies, to meet their increasing responsibilities, the Committee has suggested that a convention may be established by which net proceeds from the following sources of revenue from the Union and State Lists shall be exclusively available for the local authorities. They have pointed out that throughout the period of Montague-Chelmsford Reforms when the Scheduled Taxes Rules were in operation, the proceeds of certain taxes were definitely earmarked for the purpose of the local bodies:—

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*Union List*

- (1) Terminal taxes on goods or passengers carried by railway, sea or air.

*State List*

- (2) Taxes on mineral rights subject to any limitations imposed by Parliament by law relating to mineral development.  
 (3) Taxes on lands and buildings.  
 (4) Taxes on the entry of goods into a local area for consumption, use or sale therein.  
 (5) Taxes on consumption or sale of electricity.  
 (6) Taxes on advertisements other than advertisements published in the newspapers.  
 (7) Taxes on goods and passengers carried by road, or on inland waterways.  
 (8) Taxes on vehicles other than mechanically propelled.  
 (9) Taxes on animals and boats.  
 (10) Tolls.  
 (11) Taxes on profession, trades, callings and employments.  
 (12) Capitation taxes.  
 (13) Taxes on entertainments, excluding amusements.

In addition, the Committee reports that the following taxes which are now allocated entirely to State Governments should be shared by them with the Local Bodies :—

- (i) Land revenue to the extent of 15 per cent (for Local Boards).
- (ii) Motor Vehicle Tax (Committee is not in favour of imposition of a separate vehicle tax on motor cars by local bodies in addition to the State tax). The principles on which this tax should be shared is left over to the State Governments.
- (iii) Surcharge on stamp duties on transfer of immoveable properties for village panchayats only.

The following three kinds of taxes have been suggested for floating population in cities :—

- (i) Levy of tax on railway passengers in important centres of trade and industry on the same lines as is done in Calcutta. This can be done only with the consent of Government of India, who have so far allowed levy of such taxes in places of pilgrimage only. But the Committee is in favour of such a tax in all important centres of trade.
- (ii) Imposition of tax on passengers by road.
- (iii) Taxes on visitors to important centres of trade and industry who live in hotels as is done in some Continental countries. Such a tax might be levied in the form of a surcharge on the hotel bill subject to a minimum exemption limit per visitor for each visit.

The Committee is definitely of the view that local bodies should be assigned sources of revenue in preference to grants from State Governments. At present they live hand to mouth existence not knowing what Governments grants they will get in any particular year.

Apart from these general recommendations made for all local bodies, the Committee has offered the following comments on the financial resources of local bodies in Madhya Pradesh. They have pointed out that no limits prescribing rates have been laid down by Government for imposition of any tax by a Municipal Committee. In the case of Janapada Sabhas, imposition of taxes under section 89 of the Local Government Act also does not require Government sanction. It is, therefore, easier for the local bodies in Madhya Pradesh to increase their resources if they so desire. Regarding the specific taxes, the Committee's comments are as follows :—

#### **(1) Property Tax**

Out of 107 Municipalities in Madhya Pradesh, only 49 levy a house tax. Notable among the Municipalities which do not levy this tax, is Jabalpur. Even where it is levied, the tax does not exceed 10 per cent in any single instance. Property tax is, therefore, not one of the chief sources of income in Madhya Pradesh. It formed only 7.8 per cent of the total revenues derived from taxes in Municipalities in 1946-47.

#### **(2) "Haisiyat" Tax**

At present income from "Haisiyat" (Profession) tax forms only 1.4 per cent of the income derived from taxes in Municipalities. The Madhya Pradesh Government have, however, issued a circular inviting attention

to Article 276 of the Constitution under which rate of tax could be increased subject to a maximum of 250 per annum in respect of any one person. In the case of Joint Stock Companies, however, the Committee has recommended a tax of Rs. 1,000 per Company.

### (3) Land Cess

With regard to Janapada Sabhas, their chief source of revenue is land cess which is at the rate of 18 pies per rupee on land revenue or rent. In 1946-47, revenue from this cess formed 50.02 per cent the total revenues of Janapada Sabhas from all taxes. With the previous sanction of the Provincial Government a Sabha may, by a resolution passed at a special meeting convened for the purpose, impose an additional cess for the maintenance of schools or roads or for any other purpose of Central Provinces and Berar Local Government Act, 1948, at a rate not exceeding 12 pies in the rupee. The Committee reports that the rate at present levied is low and should be raised to three annas in the rupee, i.e., beyond the limit laid down in the Act.

With regard to collection of taxes in Madhya Pradesh, the position as reported by the Committee is not very satisfactory. The Committee has quoted from the Report of the Examiner, Local Fund Accounts for the year 1946-47 the following passage :—

“The percentage of collections to total demand was, out of the 97 municipalities in the State in 1946-47 between 91—100 in 14 municipalities, between 81—90 in 15 municipalities, between 71—80 in 16 municipalities, between 61—70 in 12 municipalities, between 51—60 in 10 municipalities, between 41—50 in 5 municipalities and between 31 to 40 in 4 municipalities.”

5. The Committee has devoted a separate Chapter on financing of education by local bodies and has analysed the situation in each State. It has recommended the levy of an Education cess in the States of Bombay, U.P. and the Punjab where State Governments are contributing larger share for Primary Education than the Local Bodies. It also suggests that instead of the very few municipalities which are levying an Education Cess in West Bengal now, every municipality should do so. They further suggest that if the Cess is inadequate for any area in Bihar where it is being levied now it should be raised. Education Cess is being levied in Orissa also but the local bodies there are receiving adequate financial assistance from Government. In Madras three-fifths of expenditure on Elementary Education is being incurred by Local Bodies who levy an Education tax. With regard to Assam and Madhya Pradesh, the Committee has not made any recommendation as the local authorities in Assam have been relieved of the responsibility of Primary Education and in Madhya Pradesh “Government has decided to take over compulsory primary education”. But in 1947-48, the position in Madhya Pradesh was that out of a total expenditure of over Rs. 1,13,00,000 on Primary Education, expenditure of nearly Rs. 40 lakhs was incurred from local funds—Rs. 66 lakhs from Government grants and the rest from other sources. Besides, at the end of the decade 1938-39 to 1947-48, while expenditure from Government funds on Primary Education was more than four times than what it was at the beginning, it was less than double in the case of local bodies. It follows, therefore, that in case local bodies continue to be in charge of primary education, in Madhya Pradesh, a large proportion of the additional funds required will have

to come from them and they will have to impose an Education cess at a higher rate than at present and by all the Janapada Sabhas instead of by a few as at present.

6. The present position with regard to Education Cess in different States of India is as follows :—

*Madhya Pradesh.*—Apart from compulsory Land Cess at 18 pies per rupee (under Section 85 of Local Government Act) and optional or additional Cess at 12 pies per rupee (under Section 86 of Local Government Act), 51 out of 96 Janapada Sabhas levy under Section 88 of the Local Government Act a special school rate. During the year 1949-50, a total sum of Rs. 4,18,335 was derived from the school rate compared to additional sum of nearly 40,00,000 which could be had if the school rate at one and half annas was levied by all the janapada Sabhas.

*Madras.*—Suitable P. C. of the following taxes is levied on Education Tax :—

- (i) Municipal Councils—Property tax, tax on companies and profession tax.
- (ii) District Boards—Land Cess, Profession Tax and House Tax.

The rate varies from place to place. For example, within the limits of the city of Madras Municipal Corporation, the rate of Education Tax is 15 per cent of Property Tax. In the District Board areas, the rate varies from ten pies in the rupee of land revenue in Bellary and Tanjore District to 37 pies in Salem and the average works out at 20.5 pies in the rupee. The receipts from this source during the year 1947-48 were Rs. 116.74 lakhs which is four times what it was in 1938-39.

*West Bengal.*—With very few exceptions, no education cess is levied by municipalities in West Bengal. The Bengal Primary Education Act, 1919, provides that any municipality may impose an "Education Cess" at a rate amounting to the sum required to meet expenditure on Primary Education plus an additional 10 per cent to meet charges incidental to collection and non-realisation, etc.

*The Bihar.*—The Bihar and Orissa Primary Education Act provides that local authorities (Municipalities and Union Committees) may impose education cess at rates not exceeding—

(i) Thirty-three and half per cent of maximum rate of Property Tax in Municipalities, and

(ii) Fifty per cent of the union rate where no education cess is levied.

The rate of Education Cess has, with effect from 1949-50, been raised from one and half to two annas per rupee.

*Orissa.*—According to Orissa Local Government Act, 1950, any District Board may levy education taxes not exceeding 25 per cent of Land Cess or Local Cess and Profession Tax.

In Bombay, U. P., Punjab and Assam there are no education taxes. In Bombay, there is, however, provision for payment of certain portions of income of District Boards to District School Boards for Primary Education. Since the coming into force of the Bombay Primary Education Act, 1947, the Government bears almost 95 per cent of the approved expenditure of District School Boards on Primary Education.

## SUMMARY

1. In order to give to the Local Bodies definite sources of revenue, it is suggested that a convention may be established by which the net proceeds from certain sources of revenue shall be exclusively available for local bodies.

2. Income from the following taxes should be shared between the State Governments and local bodies :—

- (i) Land Revenue.
- (ii) Motor Vehicle Tax.
- (iii) Surcharge on Stamp Duties.

3. The following taxes may be levied on the floating population in cities :—

- (i) Tax on railway passengers in important centres of trade and industry.
- (ii) Tax on passengers by road.
- (iii) Taxes on visitors to important centres of trade and industry.

4. Local Bodies should be assigned sources of revenue in preference to grants from State Government.

#### Specific proposals for Madhya Pradesh

5. Property Tax out of 107 Municipalities in Madhya Pradesh only 49 levy a house tax. Besides the tax does not exceed 10 per cent in any single instance. There is therefore much scope for increased revenue from this source.

6. *Haisiyat Tax*.—The Madhya Pradesh Government have issued a circular inviting attention to Article 276 of the Constitution under which rate of tax could be increased subject to a maximum of Rs. 250 per annum in respect of any one person. In the case of joint stock companies, the committee has recommended a tax of Rs. 1,000 per company.

7. *Land Cess*.—This cess is at the rate of 18 pies per rupee on land revenue at present. The Committee has recommended that it should be raised to Re. 0-3-0 in the rupee.

8. The committee is not satisfied with the collection of taxes in the State.

9. If local bodies in Madhya Pradesh continue to be in charge of Primary Education, a large proportion of additional funds required will have to come from them and they will have to impose an education cess at a higher rate than at present and all the Janapada Sabhas will have to levy such a cess instead of a few as at present. In 1949-50 only 51 out of 96 Janapada Sabhas levied special school rate under section 88 of the Local Government Act. A sum of Rs. 4,18,335 was derived from this source compared to an additional sum of nearly Rs. 40 lakhs which could be had if the rate at Re. 0-1-6 was levied by all Janapada Sabhas.



## ANNEXURES

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सत्यमेव जयते

## PART A

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## PART A—ANNEXURE I

## STATEMENT SHOWING THE INCREASE IN THE NUMBER OF VARIOUS TYPES OF EDUCATIONAL INSTITUTIONS FROM 1912 TO 1950

Serial No.	Particulars	1912	1917	1922	1927	1932
(1)	(2)	(3)	(4)	(5)	(6)	(7)
1	Primary Schools .. ..	3,793	4,109	4,313	4,523	4,566
2	Indian Middle Schools .. ..	260	264	355	375	398
3	Indian-English Middle Schools	124	173	165	170	210
4	High Schools .. .. ..	46	50	51	56	78
5	Colleges .. .. ..	6	7	7	9	12
6	Teachers' Training Institutions	8	14	18	17	18
7	Technical Schools .. ..	7	11	7	2	2
8	Other Special Schools .. ..	1	5	5	35	52

Serial No.	Particulars	1937	1942	1947	1948	1949	1950
(1)	(2)	(8)	(9)	(10)	(11)	(12)	(13)
1	Primary Schools .. .. ..	4,811	5,166	5,211	5,812	6,479	8,730
2	Indian Middle Schools .. ..	435	436	443	480	537	640
3	Indian-English Middle Schools .. ..	238	279	344	379	414	210
4	High Schools .. .. ..	97	136	176	203	220	254
5	Colleges .. .. ..	17	19	26	30	37	39
6	Teachers' Training Institutions ..	16	15†	24†	23	21	22
7	Technical Schools .. ..	13	12	15	14	16	14
8	Other special Schools .. ..	37	46	33	30	25	23

\*This figure for 1950 does not include Middle Departments attached to High Schools whereas figures for all previous years include them.

†The increase in the number from 15 to 24 is due to the establishment of 9 new Normal Schools under the Post-War Reconstruction Scheme.

## PART A—ANNEXURE II

## STATEMENT SHOWING THE INCREASE IN THE ENROLMENT IN THE VARIOUS TYPES OF INSTITUTIONS

Serial No.	Particulars	1912	1917	1922	1927	1932
(1)	(2)	(3)	(4)	(5)	(6)	(7)
1	Primary Schools .. ..	278,778	286,770	260,412	291,099	332,623
2	Indian Middle Schools .. ..	37,251	39,903	49,498	66,285	74,782
3	Indian-English Middle Schools	13,554	16,517	14,196	24,379	28,808
4	High Schools .. ..	3,598	5,280	3,116	5,085	8,113
5	Colleges .. ..	878	1,448	971	1,833	2,405
6	Training of Teachers .. ..	530	959	1,615	1,465	1,390
7	Technical Schools .. ..	286	327	298	101	149
8	Other Special Schools .. ..	56	164	575	1,376	2,224

Serial No.	Particulars	1937	1942	1947	1948	1949	1950
(1)	(2)	(8)	(9)	(10)	(11)	(12)	(13)
1	Primary Schools .. ..	350,654	387,156	413,032	465,359	550,292	645,432
2	Indian Middle Schools .. ..	81,316	84,326	84,583	89,683	103,782	122,737
3	Indian-English Middle Schools .. ..	34,401	43,855	67,896	72,856	77,033	*29,519
4	High Schools .. ..	9,930	15,541	23,886	24,556	29,817	+93,991
5	Colleges .. ..	3,558	4,269	6,993	8,382	9,007	9,548
6	Training of Teachers .. ..	1,196	1,073	‡2,095	2,697	2,781	2,710
7	Technical Schools .. ..	794	753	776	687	755	696
8	Other Special Schools .. ..	2,215	1,756	2,611	2,149	2,600	2,209

\*Actually there was no decrease in the enrolment. The figure for 1950 excludes the figures of enrolment in the Middle Departments of High Schools whereas these were included in the figures for previous years.

†The apparent abnormal rise in the enrolment is due to the figure for 1950 being *inclusive* of enrolment in the Middle Departments of High Schools, the figures for all previous years being *exclusive* of them.

‡The abrupt rise is due to establishment of 9 new Normal Schools during the year 1947.

## PART A—ANNEXURE III

## STATEMENT SHOWING THE EXPENDITURE ON PRIMARY SCHOOL EDUCATION FROM VARIOUS SOURCES

Serial No. (1)	Particulars (2)	1917 (3) Rs.	1922 (4) Rs.	1927 (5) Rs.	1932 (6) Rs.	1937 (7) Rs.
1 Government Funds ..	.. 10,75,799	18,37,966	18,40,504	12,96,896	14,03,792	
2 Board Funds (Janapadas) ..	.. 3,12,315	4,43,832	6,35,927	11,96,150	11,94,722	
3 Municipal Funds ..	.. 1,44,192	2,83,452	4,21,663	6,70,919	8,75,883	
4 Fee Income ..	.. 36,382	69,735	98,126	1,15,007	1,27,975	
5 Private Sources ..	.. 89,942	1,47,870	2,64,520	2,81,742	2,66,456	
6 Miscellaneous Endowments ..	.. 59,766	38,864	..	..	..	
Total	.. <u>17,18,396</u>	<u>28,21,619</u>	<u>32,60,740</u>	<u>35,60,614</u>	<u>38,68,828</u>	

Serial No. (1)	Particulars (2)	1942 (8) Rs.	1947 (9) Rs.	1948 (10) Rs.	1949 (11) Rs.	1950 (12) Rs.
1 Government Funds ..	.. 16,01,033	37,88,709	66,07,646	63,63,766	65,40,320	
2 Board Funds (Janapadas) ..	.. 12,65,373	13,91,680	21,04,569	24,42,683	36,38,658	
3 Municipal Funds ..	.. 10,65,315	16,11,961	18,67,492	22,08,287	23,54,388	
4 Fee Income ..	.. 1,26,969	2,53,067	3,59,288	2,54,039	1,39,828*	
5 Private Sources ..	.. 2,42,978	5,00,795†	3,82,321	4,95,636	4,44,625	
6 Miscellaneous Endowments ..	.. ..	..	..	..	94,582	
Total	.. <u>43,06,668</u>	<u>75,46,112</u>	<u>1,13,21,316</u>	<u>1,17,62,411</u>	<u>1,33,12,401</u>	

\*The decrease in the fee income may be due to reduction in the fee rates charged in Non-Government Primary Schools. The managements have the option in the matter of charging fees in Primary Schools.

†The private sources which include donations, etc., are subject to wide variation.

## PART A—ANNEXURE IV

STATEMENT SHOWING THE EXPENDITURE ON INDIAN MIDDLE SCHOOLS  
FROM VARIOUS SOURCES

Serial No. (1)	Particulars (2)	1917 (3) Rs.	1922 (4) Rs.	1927 (5) Rs.	1932 (6) Rs.	1937 (7) Rs.
1 Government Funds	.. ..	1,69,410	3,91,036	4,43,257	3,84,581	3,51,950
2 Board Funds	.. ..	1,34,885	3,25,442	3,18,332	5,13,233	5,82,837
3 Municipal Funds	.. ..	20,399	38,466	44,896	35,210	22,790
4 Fees	.. .. ..	1,979	5,887	55,524	71,833	52,144
5 Private and other sources	.. ..	13,000	28,175	49,517	41,313	30,388
6 Endowments, etc.	.. ..	12,271	6,262	.. ..	.. ..	.. ..
	Total	<u>3,51,944</u>	<u>7,95,268</u>	<u>9,11,526</u>	<u>10,46,170</u>	<u>10,50,109</u>

Serial No. (1)	Particulars (2)	1942 (8) Rs.	1947 (9) Rs.	1948 (10) Rs.	1949 (11) Rs.	1950 (12) Rs.
1 Government Funds	.. ..	3,51,764	6,98,519	15,25,780	16,67,458	18,38,253
2 Board Funds	.. ..	4,58,449	5,44,969	5,37,748	6,75,196	6,81,366
3 Municipal Funds	.. ..	36,646	57,902	79,085	62,337	93,807
4 Fees	.. .. ..	61,106	1,27,050	1,99,999	1,48,396	1,64,339
5 Private and other sources	.. ..	23,869	27,452	40,486	32,097	37,943
6 Endowments, etc.	.. ..	.. ..	.. ..	.. ..	.. ..	15,810
	Grand Total	<u>9,31,834</u>	<u>14,55,892</u>	<u>23,83,098</u>	<u>25,85,484</u>	<u>28,31,518</u>

## PART A.—ANNEXURE V

## STATEMENT SHOWING THE EXPENDITURE ON INDIAN-ENGLISH MIDDLE SCHOOLS FROM VARIOUS SOURCES

Serial No.	Particulars	1917	1922	1927	1932	1937
(1)	(2)	(3)	(4)	(5)	(6)	(7)
		Rs.	Rs.	Rs.	Rs.	Rs.
1	Government Funds	..	2,74,408	4,87,692	4,90,873	5,39,539
2	Board Funds	..	15,238	..	2,282	3,254
3	Municipal Funds	..	1,07,359	1,11,965	83,260	74,039
4	Fee Income	..	1,55,746	1,02,939	4,07,301	5,23,125
5	Private Sources	..	56,800	81,864	1,23,668	1,59,183
6	Miscellaneous	..	14,814	27,679	..	..
	Total	..	6,24,365	8,12,139	11,07,384	12,99,140
						14,44,710

Serial No.	Particulars	1942	1947	1948	1949	1950
(1)	(2)	(8)	(9)	(10)	(11)	(12)
		Rs.	Rs.	Rs.	Rs.	Rs.
1	Government Funds	..	5,43,880	7,38,123	9,77,654	15,21,478
2	Board Funds	..	4,861	30,068	6,860	9,693
3	Municipal Funds	..	1,11,835	1,30,925	1,48,077	1,57,222
4	Fee income	..	7,32,519	13,93,747	17,43,689	16,47,534
5	Private Sources	..	1,88,374	2,39,895	3,83,176	4,22,474
6	Miscellaneous	..	..	..	..	65,016
	Total	..	15,81,469	25,32,758	32,59,456	37,58,481
						17,46,849

1950 records decrease under Government Funds, Fee Income and Private Sources because the expenditure on Middle Departments of High Schools have been excluded from the figures for 1950 whereas up to the year 1949 expenditure on Middle Departments of High Schools were included under these items.

## PART A.—ANNEXURE VI

## STATEMENT SHOWING EXPENDITURE ON HIGH SCHOOLS FROM VARIOUS SOURCES

Serial No.	Particulars	1917	1922	1927	1932	1937
(1)	(2)	(3)	(4)	(5)	(6)	(7)
		Rs.	Rs.	Rs.	Rs.	Rs.
1	Government funds	..	1,33,779	3,11,244	3,77,108	3,97,677
2	Board funds	..	..	..	..	..
3	Municipal funds	..	..	17,035	11,594	15,699
4	Fee income	..	..	1,90,098	1,28,319	2,19,436
5	Private sources	..	..	50,285	71,554	83,150
6	Miscellaneous	..	..	10,967	17,893	..
	Total	..	4,02,164	5,40,604	6,95,392	9,69,730
						11,96,015

Serial No.	Particulars	1942	1947	1948	1949	1950
(1)	(2)	(8)	(9)	(10)	(11)	(12)
		Rs.	Rs.	Rs.	Rs.	Rs.
1	Government funds	..	5,23,375	6,22,748	8,48,540	13,28,250 *32,91,316
2	Board funds	..	..	200	26,215	478
3	Municipal funds	..	..	29,123	56,784	76,593
4	Fee income	..	..	7,06,105	13,18,650	17,77,560
5	Private sources	..	..	1,88,091	1,78,834	2,89,693
6	Miscellaneous	..	..	..	..	1,02,531
	Total	..	14,46,914	22,29,186	30,92,091	33,09,257
						69,77,804

\*The abnormal increase in the figures of 1950 is due to the fact that the expenditure on Middle Department attached to High Schools is included in them whereas the figures of 1949 and previous years do not include this expenditure.

†1949 records a decrease in fee income from Rs. 17,77,560 in 1948 to Rs. 15,71,027 in 1949 due to the scaling down of the rates of tuition fees from 72 to 60 for boys and from 30 to 24 per mensem for girls in High Schools.

## PART A.—ANNEXURE VII

STATEMENT SHOWING THE EXPENDITURE ON COLLEGES FROM  
VARIOUS SOURCES

Serial No.	Particulars	1917	1922	1927	1932	1937	1942
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)
		Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
1	Government funds ..	2,08,628	4,42,959	5,51,111	5,55,277	5,61,312	5,34,502
2	Board funds ..	..	..	..	..	..	..
3	Municipal funds ..	..	..	..	..	..	500
4	Fee income ..	..	93,261	68,047	1,31,085	2,36,145	3,73,753
5	Private sources ..	..	11,821	29,360	22,057	14,263	18,267
6	Miscellaneous ..	..	..	583	..	..	..
	Total ..	3,13,710	5,40,949	7,04,253	8,05,685	9,53,352	10,71,042

Serial No.	Particulars	1947	1948	1949	1950
(1)	(2)	(9)	(10)	(11)	(12)
		Rs.	Rs.	Rs.	Rs.
1	Government funds ..	9,10,545	13,21,726	*23,93,679	*37,74,673
2	Board funds ..	..	..	..	..
3	Municipal funds ..	..	..	1,000	880
4	Fee income ..	..	8,81,019	10,91,834	12,30,332
5	Private sources ..	..	5,62,137	1,96,980	2,48,403
6	Miscellaneous ..	..	..	..	55,808
	Total ..	23,53,701	26,11,540	38,73,304	52,09,988

The difference of nearly 10 lakhs between the figures of 1948 and 1949 is due primarily to (a) re-assessment of grants to private Colleges (b) Senior Division of the National Cadet Corps (c) New grants to various College.

The difference of 14 lakhs between the figures of 1949 and 1950 may be attributed to the following causes :—

- (a) Provision for teaching of new subjects and for post-graduate teaching in Government Colleges.
- (b) Research facilities in Government Colleges.
- (c) Revision of scales of pay of College staff.
- (d) Increase in expenditure in Medical and Veterinary Departments.

## PART A.—ANNEXURE VIII

STATEMENT SHOWING THE EXPENDITURE ON UNIVERSITIES  
FROM VARIOUS SOURCES

Serial No.	Particulars	1917	1922	1927	1932	1937
(1)	(2)	(3)	(4)	(5)	(6)	(7)
		Rs.	Rs.	Rs.	Rs.	Rs.
1	Government funds	..	..	..	50,000	42,500
2	Board funds	..	..	..	..	..
3	Municipal funds	..	..	..	..	..
4	Fee income	..	..	..	49,994	59,314
5	Private resources	..	..	..	..	..
6	Miscellaneous	..	..	..	..	..
Total		..	..	99,994	1,01,814	1,47,212

Serial No.	Particulars	1942	1947	1948	1949	1950
(1)	(2)	(8)	(9)	(10)	(11)	(12)
		Rs.	Rs.	Rs.	Rs.	Rs.
1	Government funds	..	44,375	1,19,300	5,10,537	8,87,365
2	Board funds	..	..	..	..	..
3	Municipal funds	..	..	..	..	..
4	Fee income	..	1,36,448	1,77,091	3,19,785	6,56,883
5	Private resources	..	..	..	9,675	6,69,521
6	Miscellaneous	..	..	..	..	96,527
Total		..	1,80,823	2,96,391	8,39,997	22,13,769
						15,58,508

## PART A—ANNEXURE IX

STATEMENT SHOWING THE EXPENDITURE ON TRAINING  
INSTITUTIONS FORM VARIOUS SOURCES

Serial No.	Particulars	1917	1922	1927	1932	1937
(1)	(2)	(3) Rs.	(4) Rs.	(5) Rs.	(6) Rs.	(7) Rs.
1 Government Funds	.. ..	1,45,950	3,62,845	3,94,068	3,62,066	2,70,259
2 Board Funds	.. ..	310	..	..	..	..
3 Municipal Funds	.. ..	..	..	..	..	..
4 Fee Income	.. ..	278	330	316	1,644	4,243
5 Private Sources	.. ..	4,543	7,097	7,365	14,107	11,306
6 Miscellaneous	.. ..	.. ..	2,940	..	..	..
	Total	.. 1,51,081	3,70,762	4,01,749	3,77,837	2,85,808

Serial No.	Particulars	1942	1947	1948	1949	1950
(1)	(2)	(8) Rs.	(9) Rs.	(10) Rs.	(11) Rs.	(12) Rs.
1 Government Funds	.. ..	2,26,277	5,09,769	6,40,720	7,77,983	8,61,398
2 Board Funds	.. ..	.. ..	.. ..	.. ..	.. ..	.. ..
3 Municipal Funds	.. ..	.. ..	.. ..	300	300	300
4 Fee Income	.. ..	.. 5,671	.. 5,379	4,290	3,503	6,244
5 Private Sources	.. ..	.. 12,475	.. 16,607	13,034	13,212	22,257
6 Miscellaneous	.. ..	.. ..	.. ..	.. ..	.. ..	2,399
	Total	.. 2,44,423	.. 5,31,755	.. 6,98,344	.. 7,94,998	.. 8,93,598

**PART A—ANNEXURE X****STATEMENT SHOWING THE EXPENDITURE ON SPECIAL INSTITUTIONS  
FROM VARIOUS SOURCES**

Serial No.	Particulars	1917	1922	1927	1932	1937
(1)	(2)	(3)	(4)	(5)	(6)	(7)
		Rs.	Rs.	Rs.	Rs.	Rs.
1 Government Funds	.. ..	66,568	1,19,786	1,42,066	1,18,700	94,197
2 Board Funds	.. ..	100	..	72	413	296
3 Municipal Funds	.. ..	75	250	1,370	1,525	558
4 Fee Income	.. ..	3,719	3,495	6,807	10,907	27,219
5 Private Sources	.. ..	1,754	1,981	7,258	10,009	13,931
6 Miscellaneous	.. ..	1,069	5,799	..	..	..
	Total	..	73,285	1,31,311	1,57,523	1,31,454
						1,36,201

Serial No.	Particulars	1942	1947	1948	1949	1950
(1)	(2)	(8)	(9)	(10)	(11)	(12)
		Rs.	Rs.	Rs.	Rs.	Rs.
1 Government Funds	.. ..	1,39,581	2,70,471	2,57,367	2,66,959	4,23,752
2 Board Funds	.. ..	402	750	750	750	1,100
3 Municipal Funds	.. ..	2,616	2,378	2,509	3,649	6,798
4 Fee Income	.. ..	25,840	40,117	44,292	36,759	31,407
5 Private Sources	.. ..	11,858	26,774	39,453	55,088	57,028
6 Miscellaneous	.. ..	..	..	..	..	19,765
	Total	..	1,90,287	3,41,490	3,44,361	3,63,205
						5,39,850

## PART A—ANNEXURE XI

## STATEMENT SHOWING THE EXPENDITURE ON HANDICRAFT OR TECHNICAL SCHOOLS FROM VARIOUS SOURCES

Serial No.	Particulars	1917	1922	1927	1932	1937
(1)	(2)	(3)	(4)	(5)	(6)	(7)
		Rs.	Rs.	Rs.	Rs.	Rs.
1	Government Funds ..	36,205	*37,755	*1,700	†1,597	†94,112
2	Board Funds ..	250	250	..	..	..
3	Municipal Funds ..	1,750	1,100	..	..	320
4	Fee Income ..	..	760	..	..	2,343
5	Private Sources ..	10,833	1,472	14,410	14,388	29,170
6	Miscellaneous ..	10,983	17,992	..	..	..
	Total ..	60,021	59,329	16,110	15,985	1,27,270

Serial No.	Particulars	1942	1947	1948	1949	1950
(1)	(2)	(8)	(9)	(10)	(11)	(12)
		Rs.	Rs.	Rs.	Rs.	Rs.
1	Government Funds ..	72,464	1,51,845	1,70,583	†1,67,760	†1,35,422
2	Board Funds ..	604	320	..	854	2,178
3	Municipal Funds ..	975	3,944	1,730	2,310	4,015
4	Fee Income ..	5,499	1,279	20,905	8,357	739
5	Private Sources ..	27,882	10,612	2,724	24,064	18,080
6	Miscellaneous ..	..	..	..	..	..
	Total ..	1,07,424	1,76,000	1,95,942	2,03,345	1,60,434

\*The decrease is due to the reduction in number of Technical Schools from 7 in 1922 to 2 in 1927.

†The increase is due to the increase in the number of Technical Schools from 2 in 1932 to 13 in 1937.

‡The decrease is due to the reduction in number of schools from 16 in 1949 to 14 in 1950 and the inclusion of expenditure on Kala Niketan from the figures for 1950.

## PART A.—ANNEXURE XH

## COMPARATIVE STATEMENT OF TOTAL EXPENDITURE AT DIFFERENT STAGES OF EDUCATION

Particulars	1932		1942		1947	
	Total expenditure	Per centage to the total expenditure on education	Total expenditure	Per centage	Total expenditure	Per centage
(1)	(2)	(3)	(4)	(5)	(6)	(7)
	Rs.		Rs.		Rs.	
<b>Total expenditure on education.</b>	<b>1,03,79,760</b>		<b>1,20,68,122</b>		<b>2,15,20,115</b>	
Primary and Indian Middle Schools.	46,06,784	45	52,38,502	43.3	90,02,004	41.9
Indian-English Middle Schools.	12,99,140	13	15,81,769	13.5	25,32,758	11.6
High Schools ..	9,69,730	9	14,46,914	11.6	21,45,027	9.7
University and Colleges ..	9,07,499	9	12,51,865	10.8	26,50,092	11.6
Training of Teachers ..	3,77,837	3.9	2,44,423	1.6	5,31,755	2.4
Technical ..	15,985	0.1	1,07,424	0.8	1,67,000	0.9
Special Schools ..	1,31,454	1	1,90,297	1.6	3,41,490	1.4
Stipends and Scholarships ..	1,16,208	1	1,09,795	0.8		
Direction and Inspection ..	5,51,071	5	4,64,239	4.4	7,88,285	3.7
Miscellaneous and Buildings	13,94,152	13	14,32,194	11.6	34,69,704	16.7

Particulars	1948		1949		1950	
	Total expenditure	Per centage	Total expenditure	Per centage	Total expenditure	Per centage
(1)	(8)	(9)	(10)	(11)	(12)	(13)
	Rs.		Rs.		Rs.	
<b>Total expenditure on education.</b>	<b>3,22,31,586</b>		<b>4,13,09,928</b>		<b>4,60,55,487</b>	
Primary and Indian Middle Schools.	*1,37,04,414	*44.6	*1,43,68,895	*34.7	1,61,43,919	35.0
Indian-English Middle Schools.	32,59,456	9.2	+37,58,401	+8.9	17,46,849†	+3.7
High Schools ..	28,80,579	8.6	33,09,257	7.7	69,77,807	15.5
University and Colleges ..	34,51,538	10.6	60,87,073	14.9	67,63,496	14.8
Training of Teachers ..	6,98,344	2.2	7,94,998	1.8	8,93,598	1.9
Technical ..	1,95,942	0.4	2,03,345	0.5	2,13,942	0.4
Special Schools ..	3,44,471	0.8	3,63,205	0.9	5,39,850	1.2
Stipends and Scholarships ..	10,55,187	3.4	14,46,414	3.8	9,38,575	1.9
Direction and Inspection ..	66,41,755	20.2	1,09,98,350	26.8	17,53,248	3.9
Miscellaneous and Buildings					1,00,84,606	21.7

\*The amount of expenditure in 1949 under Primary and Indian Middle Schools has increased but the percentage has fallen from 44.6 to 34.7. This is due to the larger increase in the expenditure under Miscellaneous and Buildings and Colleges.

†The decrease in the percentage in 1950 on Indian English Middle Schools is due to the expenditure on Middle departments attached to High Schools being not included in these figures. There is a corresponding increase in expenditure on High Schools which includes expenditure on Middle departments attached to High Schools.

## PART A—ANNEXURE XIII

STATEMENT SHOWING THE PERCENTAGE OF EXPENDITURE INCURRED BY GOVERNMENT ON EDUCATION TO THE TOTAL EXPENDITURE PROVIDED IN THE STATE BUDGET

Serial No. and Particulars	1922	1927	1932	1937	1942
Total Provision of Expenditure.	5,22,41,000	5,49,25,000	4,61,78,000	4,78,25,000	5,11,59,000
1. Primary and Indian Middle Schools— Expenditure .. .. .. .. ..	22,31,540 4·2	22,83,761 4·2	16,81,477 3·9	17,54,742 3·3	19,52,797 3·9
2. Indian-English Middle Schools— Expenditure .. .. .. .. ..	4,87,692 0·9	4,90,873 0·9	5,39,539 1·1	5,65,756 1·2	5,43,880 1·0
3. High Schools— Expenditure .. .. .. .. ..	3,11,244 0·6	3,77,108 0·7	3,97,677 0·9	4,84,447 1·0	5,23,375 1·0
4. Collegiate and Universities— Expenditure .. .. .. .. ..	4,22,959 0·8	6,01,111 1·1	5,97,777 1·3	6,06,805 1·2	5,78,877 1·1
5. Training of Teachers— Expenditure .. .. .. .. ..	3,62,845 0·7	3,94,068 0·7	3,62,066 0·8	2,70,259 0·6	2,26,277 0·4
6. Special Schools— Expenditure .. .. .. .. ..	1,19,786 0·2	1,42,066 0·2	1,18,700 0·2	94,197 0·2	1,39,581 0·2
7. Technical Schools— Expenditure .. .. .. .. ..	37,755 0·06	1,700 0·002	1,597 0·002	94,112 0·2	72,464 0·1
8. Directions and Inspections— Expenditure .. .. .. .. ..	5,28,253 0·9	5,35,227 0·9	4,62,177 1·1	5,10,826 1·0	4,61,883 0·9
9. Miscellaneous— Expenditure .. .. .. .. ..	6,05,412 1·1	23,47,826 4·2	4,09,144 0·9	4,34,465 0·8	6,33,334 1·2
Serial No. and particulars	1947	1948	1949	1950	
Total Provision of Expenditure .. .. .. .. ..	11,54,77,000	11,35,90,000	16,59,71,000	19,26,38,00	
1. Primary and Indian Middle Schools— Expenditure .. .. .. .. ..	44,87,228 3·8	81,32,826 7·0	80,31,224 4·6	83,78,573 4·3	
2. Indian English Middle Schools— Expenditure .. .. .. .. ..	7,38,123 0·6	9,77,654 0·8	15,21,478 0·9	7,36,322 0·4	
3. High Schools— Expenditure .. .. .. .. ..	6,22,748 0·5	8,48,540 0·7	13,28,250* 0·7	*33,91,316 1·7	
4. Collegiate and Universities— Expenditure .. .. .. .. ..	10,29,845 0·9	18,32,263 1·6	32,81,044 2·0	42,69,225 2·2	
5. Training of Teachers— Expenditure .. .. .. .. ..	5,09,769 0·4	7,40,720 0·6	7,77,983 0·4	8,61,398 0·5	
6. Special Schools— Expenditure .. .. .. .. ..	2,70,471 0·2	3,57,367 0·3	2,66,959 0·1	4,23,752 0·2	
7. Technical Schools— Expenditure .. .. .. .. ..	1,51,845 0·1	1,70,583 0·1	1,67,760 0·006	1,79,208 0·1	
8. Directions and Inspections— Expenditure .. .. .. .. ..	7,80,148 0·6	8,59,758 0·6	12,04,367 0·7	17,36,732 0·8	
9. Miscellaneous— Expenditure .. .. .. .. ..	15,80,062 1·3	40,58,554 3·6	80,46,943 4·6	85,79,855 4·4	

The foot note † relating to statement XII may be seen. Those very causes account for the decrease and increase of expenditure on Indian-English Middle Schools and High Schools respectively.

## PART A—ANNEXURE XIV

## STATEMENT SHOWING THE EXPENDITURE INCURRED BY GOVERNMENT ON EDUCATION

Serial No. and particulars	1917	1927	1937	1942
Total Expenditure on Education ..	<u>52,83,688</u>	<u>1,13,63,933</u>	<u>1,11,74,406</u>	<u>1,20,68,122</u>
<b>1. Primary and Indian Middle Schools—</b>				
Expenditure .. .. .. ..	12,45,209 23	22,83,761 20	17,54,742 15	19,52,797 16
Percentage .. .. .. ..				
<b>2. Indian English Middle Schools—</b>				
Expenditure .. .. .. ..	2,74,408 4	4,90,873 4	5,65,756 6	5,43,880 4
Percentage .. .. .. ..				
<b>3. High Schools—</b>				
Expenditure .. .. .. ..	1,33,779 2	3,77,108 3	4,84,447 4	5,23,375 4
Percentage .. .. .. ..				
<b>4. Collegiate and Universities—</b>				
Expenditure .. .. .. ..	2,08,628 4	6,01,111 5	6,06,805 6	5,78,877 5
Percentage .. .. .. ..				
<b>5. Training of Teachers—</b>				
Expenditure .. .. .. ..	1,45,950 2	3,94,068 4	2,70,259 2	2,26,277 2
Percentage .. .. .. ..				
<b>6. Special Schools—</b>				
Expenditure .. .. .. ..	66,568 1	1,42,066 1	94,197 1	1,39,581 1
Percentage .. .. .. ..				
<b>7. Technical Schools—</b>				
Expenditure .. .. .. ..	36,205 0·6	1,700 ..	94,112 1	72,464 0·6
Percentage .. .. .. ..				
<b>8. Direction and Inspections—</b>				
Expenditure .. .. .. ..	3,22,551 6	5,35,227 4	5,10,826 5	4,61,883 3
Percentage .. .. .. ..				
<b>9. Miscellaneous and Buildings—</b>				
Expenditure .. .. .. ..	*2,48,203 4	23,47,826 20	4,34,465 4	†6,33,334 5
Percentage .. .. .. ..				

\*In 1927 extensive building plans were carried out. Hence the expenditure during this year was comparatively heavy.

## PART A—ANNEXURE XIV—cont.

Serial No. and particulars	1947	1948	1949	1950
Total Expenditure on Education ..	2,15,28,115	3,22,31,586	4,13,09,928	4,60,55,487

## Primary and Indian Middle Schools—

Expenditure .. .. ..	44,87,228	81,32,826	80,31,224	83,78,573
Percentage .. .. ..	20	25	19	18·2

## 2. Indian English Middle Schools—

Expenditure .. .. ..	7,38,123	9,77,654	*15,21,478	*7,36,322
Percentage .. .. ..	3	3	4	1·5

## 3. High Schools—

Expenditure .. .. ..	6,22,748	8,48,440	*13,28,250	*33,91,316
Percentage .. .. ..	2	2	3	7·4

## 4. Collegiate and Universities—

Expenditure .. .. ..	10,29,845	18,32,263	32,81,044	42,69,225
Percentage .. .. ..	5	6	8	9·3

## 5. Training of Teachers—

Expenditure .. .. ..	5,09,769	7,40,720	7,77,983	8,61,398
Percentage .. .. ..	2	2	2	1·9

## 6. Special Schools—

Expenditure .. .. ..	2,70,471	3,57,367	2,66,559	4,23,752
Percentage .. .. ..	1	1	0·5	0·9

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## 7. Technical Schools—

Expenditure .. .. ..	1,51,845	1,70,583	1,67,760	1,79,208
Percentage .. .. ..	0·5	0·5	0·2	0·4

## 8. Director and Inspections—

Expenditure .. .. ..	7,80,148	8,59,758	12,04,367	17,36,732
Percentage .. .. ..	3	2	3	3·7

## 9. Miscellaneous and Buildings—

Expenditure .. .. ..	₹15,80,062	₹40,58,554	80,46,943	85,79,855
Percentage .. .. ..	7	12	19	18·7

Decrease recorded in 1950 under Indian English Middle Schools and the increase recorded in 1950 under High Schools is again due to the expenditure on Middle Department of High Schools being not included under I. E. M. Schools and this being included under High Schools during the year 1950.

†1947 records a rise of 9 lakhs in expenditure over 1942. It is mainly due to (a) the creation of additional stipends under Development Schemes (b) expensive building programmes undertaken by Governmentt and the revival of B. T. Classes in P. S. M., Jabalpur.

†The difference of 25 lakhs of expenditure between 1947 and 1948 is accounted for partly by a grant of 3 lakhs to the Sagar University and the development expenditure on Development Schemes. In the year 1949 a grant of Rs. 10 lakhs for Sagar University and 2 lakhs for Secondary schools was provided for in the budget.

## PART B

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## PART B

ANNEXURE I.—ESTIMATED POPULATION OF CHILDREN IN THE AGE-GROUP 6-18 IN MADHYA PRADESH FROM 1952-53 TO 1971-72

Age-group	1952-53	1953-54	1954-55	1955-56	1956-57	1957-58	1958-59	1959-60	1960-61	1961-62
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)
6-7	..	566,600	571,400	576,300	581,300	586,200	591,200	596,300	601,400	606,500
7-8	..	..	556,400	561,200	566,000	570,800	575,700	580,600	585,600	590,600
8-9	..	..	..	546,400	551,100	555,800	560,500	565,300	570,100	575,000
9-10	..	..	..	..	536,600	541,100	545,800	550,400	555,100	559,900
10-11	..	..	..	..	..	526,900	531,400	535,900	540,500	545,100
11-12	..	..	..	..	..	517,400	521,800	526,300	530,800	535,300
12-13	..	..	..	..	..	508,100	512,400	516,800	521,200	521,200
13-14	..	..	..	..	..	..	499,000	503,200	507,500	507,500
14-15	..	..	..	..	..	..	..	490,000	494,200	494,200
15-16	..	..	..	..	..	..	..	..	481,200	481,200
16-17	..	..	..	..	..	..	..	..	..	..
17-18	..	..	..	..	..	..	..	..	..	..
Age-group	1962-63	1963-64	1964-65	1965-66	1966-67	1967-68	1968-69	1969-70	1970-71	1971-72
(1)	(12)	(13)	(14)	(15)	(16)	(17)	(18)	(19)	(20)	(21)
6-7	..	617,000	622,200	627,500	632,900	638,300	643,800	649,300	654,800	660,400
7-8	..	600,700	605,800	611,000	616,300	621,500	626,800	632,200	637,600	643,000
8-9	..	584,900	590,900	594,900	600,000	605,200	610,300	615,200	620,800	626,100
9-10	..	569,500	574,400	579,300	584,200	589,200	594,300	599,300	604,500	609,600
10-11	..	554,500	559,200	564,000	568,900	573,700	578,600	583,600	588,600	593,600
11-12	..	539,900	544,500	549,200	553,900	558,600	563,400	568,200	573,100	578,000
12-13	..	525,700	530,200	534,700	539,300	543,900	548,600	553,200	558,000	562,700
13-14	..	511,900	516,200	520,600	525,100	529,600	534,100	538,700	543,300	547,900
14-15	..	498,400	502,600	506,900	511,300	515,600	520,100	524,500	529,000	533,500
15-16	..	485,300	489,400	493,600	497,800	502,100	506,400	510,700	515,100	519,500
16-17	..	472,500	480,600	484,700	488,900	493,000	497,300	501,500	505,800	510,100
17-18	..	464,000	468,000	472,000	476,000	480,100	484,200	488,300	492,500	496,700

NOTE.—The population figures for every age and year have been estimated on the basis of 1951 census population which is approximately 213 lakhs for the Madhya Pradesh. It has also been assumed that the population for the age-group 6-11 is 12.7 per cent of the total population. The annual per cent increase, for the State, on the basis of 1941 and 1951 census figures work out to be 0.855.

ANNEXURE II.—YEARLY PROGRESS OF CLASSES IN MADHYA PRADESH

Senior Primary/Middle Department Education Commissary from 1957-58

	1st Year	2nd Year	3rd Year	4th Year	5th Year
(1)	(2)	(3)	(4)	(5)	(6)
<b>Junior Primary—</b>	40 % (6-7) I ——	40 % (7-8) II I ——	40 % (8-9) III ——	40 % (9-10) IV ——	40 % (10-11) V ——
	40 % (6-7) I	40 % (7-8) II I	40 % (8-9) III	40 % (9-10) IV	40 % (10-11) V
	40 % (6-7) I	40 % (6-7) I	40 % (6-7) I	40 % (6-7) I	40 % (6-7) I
6th Year	7th Year	8th Year	9th Year	10th Year	11th Year
(1)	(6)	(7)	(8)	(9)	(10)
<b>Junior Primary—</b>	40 % (10-11) V ——	40 % (10-11) V ——	40 % (10-11) V ——	40 % (10-11) V ——	40 % (10-11) V ——
	40 % (9-10) IV ——	40 % (9-10) IV ——	40 % (9-10) IV ——	40 % (9-10) IV ——	40 % (9-10) IV ——
	40 % (8-9) III ——	40 % (8-9) III ——	40 % (8-9) III ——	40 % (8-9) III ——	40 % (8-9) III ——
	40 % (7-8) II ——	40 % (7-8) II ——	40 % (7-8) II ——	40 % (7-8) II ——	40 % (7-8) II ——
	100 % (6-7) I ——	100 % (7-8) I ——	100 % (7-8) I ——	100 % (7-8) I ——	100 % (7-8) I ——
	100 % (6-7) I	100 % (6-7) I	100 % (6-7) I	100 % (6-7) I	100 % (6-7) I
6th Year	7th Year	8th Year	9th Year	10th Year	11th Year
(1)	(2)	(3)	(4)	(5)	(6)
<b>Senior Primary</b>	.. .. ..	32 % (11-12) VI ——	32 % (12-13) VII ——	32 % (13-14) VIII ——	32 % (13-14) VIII ——
		32 % (11-12) VI	32 % (12-13) VII	32 % (13-14) VIII	32 % (13-14) VIII
10th Year	11th Year	12th Year	13th Year	14th Year	15th Year
(1)	(6)	(7)	(8)	(9)	(10)
<b>Senior Primary</b>	.. .. ..	32 % (12-13) VII ——	32 % (13-14) VIII ——	32 % (13-14) VIII ——	32 % (13-14) VIII ——
	32 % (11-12) VI ——	32 % (12-13) VII ——	32 % (13-14) VIII ——	32 % (13-14) VIII ——	32 % (13-14) VIII ——
	32 % (11-12) VI	32 % (12-13) VII	32 % (13-14) VIII	32 % (13-14) VIII	32 % (13-14) VIII

	6th Year (1)	7th Year (2)	8th Year (3)	9th Year (4)	10th Year (5)	11th Year (6)	12th Year (7)	13th Year (8)	14th Year (9)	15th Year (10)	16th Year (11)	17th Year (12)	18th Year (13)
<b>Middle Department.</b>	8 % (11—12) VI—	8 % (12—13) VII—	8 % (13—14) VIII—	9.6 % (14—15) IX—	9.6 % (15—16) X—	9.6 % (16—17) XI—	9.6 % (16—17) XII—	9.6 % (16—17) XI—	9.6 % (17—18) XII—	9.6 % (17—18) XI—	9.6 % (17—18) XII—	9.6 % (17—18) XI—	9.6 % (17—18) XII—
	8 % (11—12) VI—	8 % (12—13) VII—	8 % (13—14) VIII—	8 % (14—15) IX—	8 % (15—16) X—	8 % (16—17) XI—	8 % (16—17) XII—	8 % (16—17) XI—	8 % (17—18) XII—	8 % (16—17) XI—	8 % (17—18) XII—	8 % (16—17) XI—	8 % (17—18) XII—
<b>Middle Department.</b>	9.6 % (16—17) XI—	9.6 % (15—16) X—	9.6 % (16—17) XI—	9.6 % (17—18) XII—	9.6 % (16—17) XI—	9.6 % (15—16) X—	9.6 % (16—17) XI—	9.6 % (15—16) X—	9.6 % (16—17) XI—	9.6 % (15—16) X—	9.6 % (16—17) XI—	9.6 % (15—16) X—	9.6 % (16—17) XI—
	9.6 % (15—16) X—	9.6 % (14—15) IX—	9.6 % (15—16) X—	9.6 % (16—17) XI—	9.6 % (15—16) X—	9.6 % (14—15) IX—	9.6 % (15—16) X—	9.6 % (14—15) IX—	9.6 % (15—16) X—	9.6 % (14—15) IX—	9.6 % (15—16) X—	9.6 % (14—15) IX—	9.6 % (15—16) X—
<b>Middle Department.</b>	9.6 % (17—18) XII—	9.6 % (16—17) XI—	9.6 % (16—17) XI—	9.6 % (17—18) XII—	9.6 % (16—17) XI—	9.6 % (15—16) X—	9.6 % (16—17) XI—	9.6 % (15—16) X—	9.6 % (16—17) XI—	9.6 % (15—16) X—	9.6 % (16—17) XI—	9.6 % (15—16) X—	9.6 % (16—17) XI—
	9.6 % (16—17) XI—	9.6 % (15—16) X—	9.6 % (14—15) IX—	9.6 % (15—16) X—	9.6 % (14—15) IX—	9.6 % (13—14) VIII—	9.6 % (14—15) IX—	9.6 % (13—14) VIII—	9.6 % (14—15) IX—	9.6 % (13—14) VIII—	9.6 % (14—15) IX—	9.6 % (13—14) VIII—	9.6 % (14—15) IX—
<b>Middle Department.</b>	24 % (16—17) XI—	24 % (15—16) X—	24 % (16—17) XI—	24 % (17—18) XII—	24 % (16—17) XI—	24 % (15—16) X—	24 % (16—17) XI—	24 % (15—16) X—	24 % (16—17) XI—	24 % (15—16) X—	24 % (16—17) XI—	24 % (15—16) X—	24 % (16—17) XI—
	24 % (15—16) X—	24 % (14—15) IX—	24 % (15—16) X—	24 % (16—17) XI—	24 % (15—16) X—	20 % (13—14) VII—	24 % (14—15) IX—	20 % (13—14) VII—	24 % (14—15) IX—	20 % (13—14) VII—	24 % (14—15) IX—	20 % (13—14) VII—	24 % (14—15) IX—
<b>Middle Department.</b>	20 % (11—12) VI—	20 % (12—13) VII—	20 % (12—13) VII—	20 % (11—12) VI—	20 % (11—12) VI—	20 % (11—12) VI—	20 % (11—12) VI—	20 % (11—12) VI—	20 % (11—12) VI—	20 % (11—12) VI—	20 % (11—12) VI—	20 % (11—12) VI—	20 % (11—12) VI—

Notes.—(1) The percentages given above refer to the percentages of population being brought under compulsory education,—the figures in brackets to the age-groups and the figures in Roman to the classes.

(2) It has been assumed that education in Senior Primary Schools and High Schools (Middle Department) is compulsory from the 6th year in continuation of Junior Primary Education.

(3) Number of children coming to Senior Primary Schools and High School (Middle Department) has been taken to be 80 per cent and 20 per cent in respect of Junior Primary School leavers.

(4) In addition to leavers from Middle Departments 5 per cent of Senior Primary School leavers will enter High Schools (Junior High Class IX).

ANNEXURE III.—PROGRESS OF UNIVERSITY EDUCATION IN MADHYA PRADESH

**Senior Primary/Middle Department Education Compulsory from 1957-58**



**Notes.**—(1) The figures in brackets refer to the age-groups and the figures in *Romans* to the classes.  
 (2) The pass percentages of the High School and Degree Examinations have been taken as 60 and 50 respectively.  
 (3) 25 per cent of the High School leavers will go for University Education.  
 (4) 25 per cent of the graduates will take up Post-graduate studies.

**ANNEXURE IV.—ESTIMATED JUNIOR PRIMARY, SENIOR PRIMARY AND HIGH SCHOOL ENROLMENT IN MADHYA PRADESH FROM 1952-53 TO 1968-69**

Type of Institute	Senior Primary/Middle Department Education Compulsory from 1957-58																	
	1952-53	1953-54	1954-55	1955-56	1956-57	1957-58	1958-59	1959-60	1960-61	1961-62	1962-63	1963-64	1964-65	1965-66	1966-67	1967-68	1968-69	
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)	(13)	(14)	(15)	(16)	(17)	(18)	
[In Thousands]																		
																		
Junior Primary ..	227	451	674	894	1,112	1,477	1,838	2,195	2,550	2,902	2,927	2,952	2,977	3,002	3,028	3,054	3,080	
Senior Primary ..	..	..	..	..	..	..	..	166	330	492	496	500	764	1,025	1,284	1,295	1,306	1,317
Middle Department of High Schools.	..	..	..	..	..	..	..	41	82	123	124	125	191	256	321	324	326	329
Junior High Schools.	..	..	..	..	..	..	..	..	..	..	..	..	47	94	95	96	171	244
Senior High Schools.	..	..	..	..	..	..	..	..	..	..	..	..	45	90	91	92	93	164
Total ..	227	451	674	894	1,112	1,684	2,250	2,810	3,217	3,621	4,021	4,418	4,769	4,884	4,997	5,110	5,224	

Notes.—(1) It has been assumed that compulsory Senior Primary Education will be provided in 1957-58 in continuation of Junior Primary Education.

(2) Number of children coming to Senior Primary Schools has been taken to be 80 per cent of the leavers from the Junior Primary Schools.

(3) Number of children coming to Middle Department of High Schools has been taken to be 20 per cent of leavers from Junior Primary Schools.

(4) 5 per cent of the leavers from Senior Primary Schools will join Junior High Schools in addition to leavers from Middle Departments.

ANNEXURE V.—ESTIMATED UNIVERSITY ENROLMENT IN MADHYA PRADESH FROM 1964-65 TO 1971-72

Year of the Class	Senior Primary/Middle Department Education		Compulsory from 1957-58			1970-71		1971-72	
	(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)
1st ..	..	..	6,380	6,430	6,520	6,540	6,600	17,110	17,260
2nd ..	..	..	..	..	6,260	6,320	6,370	6,430	6,480
3rd ..	..	..	..	..	..	6,150	6,210	6,260	6,310
4th ..	..	..	..	..	..	..	860	870	880
5th ..	..	..	..	..	..	..	..	850	860
Total	..	6,380	12,690	18,990	19,980	21,010	31,640	42,180	52,710

Notes.—(1) The pass percentages of the High School and Degree Examinations have been taken as 60 and 50, respectively.  
 (2) 25 per cent of the High School leavers will go for University Education.  
 (3) 25 per cent of the graduates will take up post-graduate studies.

**ANNEXURE VI.—ESTIMATED ANNUAL RECURRING EXPENDITURE ON ALL TYPES OF EDUCATION  
IN MADHYA PRADESH FROM 1952-53 TO 1971-72**

**Senior Primary/Middle Department Education Compulsory from 1957-58**

Type of Institution	1952-53 (2)	1953-54 (3)	1954-55 (4)	1955-56 (5)	1956-57 (6)	1957-58 (7)	1958-59 (8)	1959-60 (9)	1960-61 (10)	1961-62 (11)
				[Rupees in lakhs]						
Junior Primary ..	48.56	99.09	151.60	206.02	262.40	361.39	454.56	550.92	650.48	753.16
Senior Primary ..	..	..	..	..	..	44.35	90.49	138.44	146.14	153.92
Middle Department ..	..	..	..	..	..	16.86	34.08	51.67	53.69	55.71
Junior High ..	..	..	..	..	..	..	..	..	43.55	88.31
Senior High ..	..	..	..	..	..	..	..	..	..	..
Universities ..	..	..	..	..	..	..	..	..	..	..
Training of tea- chers.	72.69	72.69	72.69	72.69	72.69	128.85	128.85	128.85	149.82	149.82
Social Education	100.00	100.00	100.00	100.00	100.00	100.00	100.00	100.00	100.00	100.00
Technical Edu- cation.	42.15	54.15	53.35	55.70	45.95	39.70	47.95	41.30	24.50	26.50
Total ..	<u>263.40</u>	<u>325.93</u>	<u>377.64</u>	<u>434.41</u>	<u>481.04</u>	<u>691.15</u>	<u>855.93</u>	<u>1,011.18</u>	<u>1,168.18</u>	<u>1,327.42</u>

Type of Institution	1962-63	1963-64	1964-65	1965-66	1966-67	1967-68	1968-69	1969-70	1970-71	1971-72
(1)	(12)	(13)	(14)	(15)	(16)	(17)	(18)	(19)	(20)	(21)
[Rupees in lakhs]										
Junior Primary ..	789.00	826.28	863.31	900.66	936.91	974.89	1,013.20	1,051.85	1,090.82	1,130.11
Senior Primary ..	231.20	311.34	394.35	414.50	434.79	455.28	475.92	496.75	517.73	538.86
Middle Department.	84.14	113.16	142.79	148.04	153.32	158.66	164.03	169.44	175.21	181.34
Junior High ..	92.23	96.21	100.24	172.45	246.57	256.89	267.28	277.74	288.27	298.88
Senior High ..	57.53	116.88	122.51	128.18	133.89	229.70	328.41	343.12	357.94	372.87
Universities ..	..	..	25.52	50.76	75.96	79.92	84.04	126.56	168.72	210.84
Training of teachers.	108.90	108.96	109.02	56.78	56.83	56.93	56.98	13.71	13.76	13.81
Social Education	10.00	10.00	10.00	10.00	10.00	10.00	10.00	10.00	10.00	10.00
Technical Education.	13.50	13.60	18.70	25.05	28.85	28.95	25.55	27.15	28.75	27.85
Total ..	1,386.50	1,596.43	1,786.44	1,906.42	2,077.12	2,251.22	2,425.41	2,516.32	2,651.20	2,784.56

**ANNEXURE VII.—ESTIMATED ANNUAL RECURRING EXPENDITURE ON JUNIOR PRIMARY EDUCATION  
IN MADHYA PRADESH FROM 1952-53 TO 1961-62**

1952-53	1953-54	1954-55	1955-56	1956-57	1957-58	1958-59	1959-60	1960-61	1961-62
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)
48·56	99·09	151·60	206·02	262·40	361·39	454·56	550·92	650·48	753·16

[Rupees in lakhs]

**Notes.—**(1) One teacher to every 40 pupils has been assumed.

(2) The scale of pay of teachers is Rs. 40—2—80 plus dearness allowance at 25 per cent of the salary.

(3) The teachers' salary bill and allowances have been taken to account for 70 per cent of the total gross cost and the rest, i.e., 30 per cent accounts for other expenditure which includes expenditure on loan charges, special services, extra pay of Head Teachers, direction, etc.

**ANNEXURE VIII.—ESTIMATED ANNUAL RECURRING EXPENDITURE ON SENIOR PRIMARY  
EDUCATION IN MADHYA PRADESH FROM 1957-58 TO 1964-65**

1957-58	1958-59	1959-60	1960-61	1961-62	1962-63	1963-64	1964-65
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)
44·35	90·49	138·44	146·14	153·92	231·20	311·34	394·35

**Notes.—**(1) It has been assumed that compulsory Senior Primary Education will be provided in 1957-58 in continuation of Junior Primary Education.

(2) Number of children coming to Senior Primary School has been taken to be 80 per cent of leavers of Junior Primary Schools.

(3) One teacher to every 40 pupils has been assumed.

(4) The scale of pay of teachers is Rs. 50—2½—100 plus dearness allowance at 25 per cent of the salary.

(5) The teachers' salary bill and allowances have been taken to account for 70 per cent of the total gross cost and the rest, i.e., 30 per cent for other expenditure which includes expenditure on loan charges, special services, extra pay of Head Teachers, direction, etc.

ANNEXURE IX.—ESTIMATED ANNUAL RECURRING EXPENDITURE ON HIGH SCHOOL EDUCATION IN MADHYA PRADESH  
FROM 1957-58 TO 1968-69.

Middle Department Education Compulsory from 1957-58.

(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)	(13)	
[Rupees in lakhs]													
Middle Department.	16.86	34.08	51.67	53.69	55.71	84.14	113.16	142.79	148.04	153.32	158.66	164.03	
Junior High	..	..	..	43.55	88.31	92.23	96.21	100.24	172.45	246.57	256.89	267.28	
Senior High	..	..	..	..	..	..	57.53	116.88	122.51	128.18	133.89	229.70	328.41
Total	..	16.86	34.08	51.67	97.24	144.02	233.90	326.25	365.54	448.67	533.78	645.25	759.72

Notes.—(1) Number of children coming to Middle Department of High Schools has been taken to be 20 per cent of leavers from Junior Primary Schools.

(2) 5 per cent of the leavers from Senior Primary Schools will join Junior High in addition to leavers from Middle Departments.

(3) One teacher to every 40 pupils has been assumed for Middle Departments while the number of pupils per teacher in Junior High and Senior High as 25.

(4) The salaries and allowance of teachers are as follows.—

Middle Department—Pay scale Rs. 60—3—120 *plus* dearness allowance Rs. 35 per mensem.  
Junior High—Pay scale Rs. 100—5—200 *plus* dearness allowance Rs. 35 per mensem.

Senior High—Pay scale Rs. 150—7½—300 *plus* dearness allowance Rs. 35 per mensem.

(5) The teachers' salary bill and allowances have been taken to account for 70 per cent of the total gross cost and the rest, i.e. 30 per cent accounts for other expenditure which includes expenditure on loan charges, special services, extra pay of Head Teachers, direction, etc.

**ANNEXURE X.—ESTIMATED ANNUAL RECURRING EXPENDITURE ON JUNIOR PRIMARY, SENIOR PRIMARY AND HIGH SCHOOL EDUCATION IN MADHYA PRADESH, FROM 1952-53 TO 1968-69.**

**Senior Primary/Middle Department Education Compulsory from 1957-58.**

(1)	1952-53	1953-54	1954-55	1955-56	1956-57	1957-58	1958-59	1959-60
	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)
[Rupees in lakhs]								
Junior Primary	..	48.56	99.09	151.60	206.02	262.40	361.39	454.56
Senior Primary	..	..	..	..	..	..	44.35	90.49
High	..	..	..	..	..	..	16.86	34.08
Total	..	48.56	99.09	151.60	206.02	262.40	422.60	579.13
								741.03
[Rupees in lakhs]								
1960-61	1961-62	1962-63	1963-64	1964-65	1965-66	1966-67	1967-68	1968-69
(1)	(10)	(11)	(12)	(13)	(14)	(15)	(16)	(17)
Junior Primary	..	650.48	753.16	789.00	826.28	863.31	900.66	936.91
Senior Primary	..	146.14	153.92	231.20	311.34	394.35	414.50	434.79
High	..	97.24	144.02	233.90	326.25	365.54	448.67	533.78
Total	..	893.86	1,051.10	1,254.10	1,463.87	1,623.20	1,733.83	1,905.48
							2,075.42	2,248.84

*Note.—For assumptions and scales of pay of teachers see footnotes under Tables VII to IX.*

**ANNEXURE XI.—ESTIMATED ANNUAL REQUIREMENT OF NEW TEACHERS FOR JUNIOR PRIMARY, SENIOR PRIMARY AND HIGH SCHOOL EDUCATION IN MADHYA PRADESH FROM 1952-53 TO 1968-69.**

**Senior Primary/Middle Department Education Compulsory from 1957-58.**

	1952-53	1953-54	1954-55	1955-56	1956-57	1957-58	1958-59	1959-60	1960-61
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)
A. Junior Primary ..	5,665	5,612	5,563	5,507	5,460	5,108	9,025	8,945	8,867
B. Senior Primary ..	..	..	..	..	..	4,139	4,100	4,063	4,042
C. High School Middle Department ..	..	..	..	..	..	1,035	1,025	1,015	27
Junior High ..	..	..	..	..	..	..	..	..	1,882
Senior High ..	..	..	..	..	..	..	..	..	..
Total (C) ..	..	..	..	..	..	..	..	..	..
Grand Total ..	5,665	5,612	5,563	5,507	5,460	14,282	14,150	14,028	10,880
A. Junior Primary ..	1961-62	1962-63	1963-64	1964-65	1965-66	1966-67	1967-68	1968-69	1968-69
B. Senior Primary ..	..	..	..	..	..	..	..	..	..
C. High School Middle Department ..	..	..	..	..	..	..	..	..	..
Junior High ..	..	..	..	..	..	..	..	..	..
Senior High ..	..	..	..	..	..	..	..	..	..
Total (C) ..	..	..	..	..	..	..	..	..	..
Grand Total ..	1,890	3,492	3,461	1,681	3,078	3,050	3,025	3,000	3,000

Notes.—(1) Number of pupils per teacher is as follows:—

Junior Primary—40.

Senior Primary—40.

Middle Department of High School—40.

Junior High—25.

(2) For assumptions about leavers and introduction of Senior Primary/Middle Department Education, see footnotes under Tables VIII and IX.

**ANNEXURE XII.—ESTIMATED EXPENDITURE ON TRAINING OF TEACHERS IN MADHYA PRADESH**

**Senior Primary/Middle Department Education Compulsory from 1957-58.**

Type of School for which teachers are required	Total number of years required for teachers required the scheme to be in full operation	Total number of trainees required when the scheme is in full operation	Duration of training	Average cost per trainee per year	Total cost of Training	Total cost per year if training is spread over years given in Col.(2)
					(6)	
(1)	(2)	(3)	(4)	(5)	Rupees in lakhs	Rupees in lakhs
Junior Primary .. .. ..	10	72,544	2	501	72,689	72.69
Senior Primary .. .. ..	8	32,090	2	501	321.54	40.19
Middle Department of High School.	6	8,023	2	796	127.73	15.97
Junior High .. .. ..	9	9,938	1	1,899	188.72	20.97
Senior High .. .. ..	7	9,422	1	1,899	178.90	25.56
<b>Total</b>	.. .. ..	<b>1,32,017</b>	..	..	<b>15,4378</b>	<b>175.38</b>

ANNEXURE XIII.—ESTIMATED ANNUAL RECURRING EXPENDITURE ON UNIVERSITY EDUCATION MADHYA PRADESH FROM  
1964-65 TO 1971-72

Senior Primary/Middle Department Education Compulsory from 1957-58

1964-65	1965-66	1966-67	1967-68	1968-69	1969-70	1970-71	1971-72
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)
 [Rupees in Lakhs.]							
25.52	50.76	75.96	79.92	84.04	126.56	168.72	210.84

**Notes.**—(1) The pass percentages of the High School Examination has been taken as 60.

(2) 25 per cent of those who pass the High School Examination will go for University Education

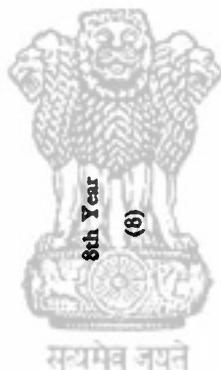
(3) 25 per cent of the graduates will take up post-graduate studies.

(4) The average annual cost per pupil has been assumed to be Rs. 400.

**ANNEXURE XIV.—YEARLY PROGRESS OF CLASSES IN MADHYA PRADESH**

**Senior Primary/Middle Department Education Voluntary in the First 5 years and Compulsory thereafter**

1st Year (1)	2nd Year (2)	3rd Year (3)	4th Year (4)	5th Year (5)
<b>Junior Primary—</b>				
40% (6—7) I	40% (7—8) II	40% (8—9) III	40% (9—10) IV	40% (10—11) V
	40% (6—7) I	40% (7—8) II	40% (8—9) III	40% (9—10) IV
		40% (6—7) I	40% (7—8) II	40% (8—9) III
			40% (6—7) I	40% (7—8) II
				40% (6—7) I
<b>Junior Primary—cont.</b>				
40% (10—11) V	40% (9—10) IV	40% (10—11) V	40% (9—10) IV	40% (10—11) V
40% (8—9) III	40% (9—10) IV	40% (10—11) V	40% (9—10) IV	40% (10—11) V
100% (7—8) II	100% (8—9) III	100% (9—10) IV	100% (9—10) IV	100% (10—11) V
100% (6—7) I	100% (7—8) II	100% (8—9) III	100% (8—9) III	100% (9—10) IV
	100% (6—7) I	100% (7—8) II	100% (8—9) III	100% (9—10) IV
		100% (6—7) I	100% (7—8) II	100% (8—9) III
			100% (6—7) I	100% (7—8) II
				100% (6—7) I



10th Year  
(10)

9th Year  
(9)

7th Year  
(7)

6th Year  
(6)

**ANNEXURE XIV.—YEARLY PROGRESS OF CLASSES IN MADHYA PRADESH**

**Senior Primary/Middle Department Education Voluntary in the first 5 years and Compulsory thereafter—cont.**

6th Year (1)	7th Year (2)	8th Year (3)	9th Year (4)	10th Year (5)
-----------------	-----------------	-----------------	-----------------	------------------

**Senior Primary—**

10%((11—12)VI —————> 10%((12—13)VII —————> 10%((13—14)VIII				
--	--	--	--	--

**11th Year**

12th Year (6)	13th Year (7)	14th Year (8)	15th Year (9)	16th Year (10)
------------------	------------------	------------------	------------------	-------------------

**Senior Primary—cont.**

10%((13—14)VIII	10%((12—13)VII —————> 40%((12—13)VII —————> 40%((13—14)VIII	40%((11—12)VI —————> 40%((12—13)VII —————> 40%((13—14)VIII	40%((11—12)VI —————> 40%((12—13)VII —————> 40%((13—14)VIII	80%((11—12)VI —————> 80%((12—13)VII —————> 80%((13—14)VIII
-----------------	---	--	--	--





ANNEXURE XIV.—YEARLY PROGRESS OF CLASSES IN MADHYA PRADESH

Senior Primary/Middle Department Education Voluntary in the first 5 years and Compulsory thereafter— cont.

16th Year (11)	17th Year (12)	18th Year (13)	19th Year (14)	20th Year (15)
High—out:				
65% (17—18) XII				
12% (16—17) XI —————	12% (16—17) XII —————	12% (17—18) XII —————	12% (17—18) XII —————	12% (17—18) XII —————
12% (15—16) X —————	12% (15—16) X —————	12% (16—17) X —————	12% (16—17) X —————	12% (17—18) X —————
12% (14—15) IX —————	12% (14—15) IX —————	24% (15—16) IX —————	24% (16—17) IX —————	24% (17—18) IX —————
20% (13—14) VIII —————	20% (13—14) VIII —————	24% (14—15) VIII —————	24% (15—16) VIII —————	24% (16—17) VIII —————
20% (12—13) VII —————	20% (12—13) VII —————	20% (13—14) VII —————	20% (14—15) VII —————	20% (15—16) VII —————
20% (11—12) VI —————	20% (11—12) VI —————	20% (12—13) VI —————	20% (13—14) VI —————	20% (14—15) VI —————
Low—out:				
12% (17—18) XII				
12% (16—17) XI —————	12% (16—17) XII —————	12% (17—18) XII —————	12% (17—18) XII —————	12% (17—18) XII —————
12% (15—16) X —————	12% (15—16) X —————	24% (15—16) X —————	24% (16—17) X —————	24% (17—18) X —————
12% (14—15) IX —————	12% (14—15) IX —————	24% (14—15) IX —————	24% (15—16) IX —————	24% (16—17) IX —————
20% (13—14) VIII —————	20% (13—14) VIII —————	20% (13—14) VIII —————	20% (14—15) VIII —————	20% (15—16) VIII —————
20% (12—13) VII —————	20% (12—13) VII —————	20% (12—13) VII —————	20% (13—14) VII —————	20% (14—15) VII —————
20% (11—12) VI —————	20% (11—12) VI —————	20% (12—13) VI —————	20% (13—14) VI —————	20% (14—15) VI —————
Very Low—out:				
20% (11—12) V —————	20% (11—12) V —————	20% (12—13) V —————	20% (13—14) V —————	20% (14—15) V —————
20% (11—12) IV —————	20% (11—12) IV —————	20% (12—13) IV —————	20% (13—14) IV —————	20% (14—15) IV —————
20% (11—12) III —————	20% (11—12) III —————	20% (12—13) III —————	20% (13—14) III —————	20% (14—15) III —————
20% (11—12) II —————	20% (11—12) II —————	20% (12—13) II —————	20% (13—14) II —————	20% (14—15) II —————
20% (11—12) I —————	20% (11—12) I —————	20% (12—13) I —————	20% (13—14) I —————	20% (14—15) I —————

**Notes.—(1)** The percentage given above refer to the percentages of population being brought under Compulsory Education, the figures in brackets to the

age-groups, and the figures in Roman to the classes. It is here, however, scattered throughout the school, in Senior, Pictorial School, and High School (*Middle Department*) is where the students are to be found.

(2) It has been insisted that education in Senior Primary Schools and High School (Middle Department) is voluntary and compulsory thereafter.

**Number of children coming voluntarily in the first five years**

Number of children	Number of cases
25	25
26	26
27	27
28	28
29	29
30	30
31	31
32	32
33	33
34	34
35	35
36	36
37	37
38	38
39	39
40	40
41	41
42	42
43	43
44	44
45	45
46	46
47	47
48	48
49	49
50	50

(4) Besides it has been assumed that 2 per cent of Senior Primary School leavers join High Schools (Junior High-Class IX-X).

ANNEXURE XV.—PROGRESS OF UNIVERSITY EDUCATION IN MADHYA PRADESH

Senior Primary/Middle Department Education Voluntary from 1957-58 to 1961-62

13th Year	14th Year	15th Year	16th Year	17th Year
(1)	(2)	(3)	(4)	(5)
1.3% (18—19) I —————	1.3% (19—20) II —————	1.3% (20—21) III —————	0.2% (21—22) IV —————	0.2% (22—23) V
1.3% (18—19) I —————	1.3% (19—20) II —————	1.3% (20—21) III —————	0.2% (21—22) IV —————	0.2% (22—23) V
1.3% (18—19) I —————	1.3% (19—20) II —————	1.3% (20—21) III —————	0.2% (21—22) IV —————	0.2% (22—23) V
1.3% (18—19) I —————	1.3% (19—20) II —————	1.3% (19—20) III —————	1.3% (20—21) IV —————	1.3% (21—22) V
1.3% (18—19) I —————	1.3% (19—20) II —————	1.3% (19—20) III —————	1.3% (20—21) IV —————	1.3% (21—22) V
1.3% (18—19) I —————	1.3% (19—20) II —————	1.3% (19—20) III —————	1.3% (20—21) IV —————	1.3% (21—22) V
1.3% (18—19) I —————	1.3% (19—20) II —————	1.3% (19—20) III —————	1.3% (20—21) IV —————	1.3% (21—22) V
18th Year	19th Year	20th Year		
(6)	(7)	(8)		
0.2% (22—23) V				
0.2% (21—22) IV —————	0.2% (22—23) V			
1.3% (20—21) II, —————	1.3% (21—22) IV —————	0.2% (22—23) V		
1.3% (19—20) II —————	1.3% (20—21) III —————	0.2% (21—22) IV —————		
2.4% (18—19) I —————	2.4% (19—20) II —————	2.4% (20—21) III —————		
2.4% (18—19) I —————	2.4% (19—20) II —————	2.4% (18—19) I —————		



**Notes.**—(1) The figures in brackets refer to the age-groups and the figures in Roman to the classes.  
 (2) The pass percentages of the High School and Degree Examination have been taken as 60 and 50 respectively.  
 (3) 33 per cent of the High School leavers will go for University Education.  
 (4) 25 per cent of the graduates will take up post-graduate studies.

**INNEXURE XVI.—ESTIMATED JUNIOR PRIMARY, SENIOR PRIMARY AND HIGH SCHOOL ENROLMENT IN MADHYA PRADESH FROM 1952-53 TO 1971-72**

Senior Primary/Middle Department Education Voluntary from 1957-58 to 1961-62										
Type of Institution	1952-53	1953-54	1954-55	1955-56	1956-57	1957-58	1958-59	1959-60	1960-61	1961-62
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)
[Figures in thousands]										
Junior Primary ::	227	451	674	894	1,112	1,477	1,838	2,595	2,250	2,902
Senior Primary ::	..	..	..	..	..	52	103	154	155	156
Middle Department of High Schools.	..	..	..	..	..	..	62	92	93	94
Junior High ::	..	..	..	..	..	..	..	..	..	..
Senior High ::	..	..	..	..	..	..	..	..	..	..
Total ..	227	451	674	894	1,112	1,477	1,838	2,595	2,250	2,902
[Figures in thousands]										
Type of Institution	1962-63	1963-64	1964-65	1965-66	1966-67	1967-68	1968-69	1969-70	1970-71	1971-72
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)
Junior Primary ::	2,927	2,952	2,977	3,002	3,028	3,054	3,080	3,106	3,133	3,160
Senior Primary ::	320	482	642	869	1,094	1,317	1,328	1,340	1,351	1,362
Middle Department of High Schools.	116	138	160	217	273	329	332	335	338	341
Junior High ::	64	64	65	94	122	123	187	251	253	255
Senior High ::	31	61	62	62	63	90	118	119	180	242
Total ..	3,458	3,697	3,906	4,244	4,588	4,913	5,054	5,151	5,255	5,366

**Notes.**—(1) It has been assumed that the Senior Primary High School (Middle Department) Education will be voluntary from 1957-58 to 1961-62 and compulsion for age-group 11-14 will be introduced after hundred per cent (100 per cent) compulsion has been introduced for Junior Primary Education.

(2) Number of children coming to Senior Primary School during voluntary period has been taken to be 25 per cent of leavers from Junior Primary Schools.

(3) Number of children coming to Middle Department of High Schools will be 15 per cent of leavers from Junior Primary Schools  
 (4) 5 per cent of leavers from Senior Primary Schools will go to Junior High Schools in addition to leavers from Middle Departments

**ANNEXURE XVII.—ESTIMATED UNIVERSITY ENROLMENT—MADHYA PRADESH FROM 1964-65 OR 1971-72**

**Senior Primary/Middle Department Education Voluntary from 1957-58 to 1961-62**

Year of the class	1964-65	1965-66	1966-67	1967-68	1968-69	1969-70	1970-71	1971-72
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)
1st ..	..	..	5,920	5,980	6,030	6,130	11,510	11,600
2nd ..	..	..	5,820	5,870	5,920	5,970	11,260	11,300
3rd ..	..	..	..	5,710	5,760	5,810	5,910	11,000
4th ..	..	..	..	..	860	870	880	890
5th ..	..	..	..	..	..	850	860	870
Total ..	..	5,920	11,800	17,610	18,620	19,630	25,030	30,370
								3,5730

**Notes.**—(1) The pass percentages of the High School and Degree Examinations have been taken as 60 and 50, respectively.  
 (2) 33 per cent of the High School leavers will go for University Education.  
 (3) 25 per cent of the graduates will take up Post-graduate studies.

**ANNEXURE XVIII.—ESTIMATED ANNUAL RECURRING EXPENDITURE ON ALL TYPES OF EDUCATION IN MADHYA PRADESH FROM 1952-53 TO 1971-72**

**Senior Primary/Middle Department Education Voluntary from 1957-58 to 1961-62**

Type of Institution	1952-53	1953-54	1954-55	1955-56	1956-57	1957-58	1958-59	1959-60	1960-61	1961-62	1962-63
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)
[Rupees in Lakh]											
Junior Primary ..	..	48.56	99.09	151.60	206.02	262.40	361.39	454.56	550.92	650.48	753.16
Senior Primary ..	..	..	..	..	..	13.86	28.28	43.26	45.67	48.10	93.94
Middle Department ..	..	..	..	..	..	12.64	25.56	38.76	40.26	41.78	52.11
Junior High ..	..	..	..	..	..	..	..	..	29.48	59.78	62.47
Senior High ..	..	..	..	..	..	..	..	..	..	..	38.98
Universities ..	..	..	..	..	..	..	..	..	..	..	..
Training of Teachers ..	..	72.69	72.69	72.69	72.69	114.59	114.59	114.59	130.72	130.72	82.59
Social Education ..	..	100.00	100.00	100.00	100.00	100.00	100.00	100.00	100.00	100.00	10.00
Technical Education ..	..	42.15	54.15	53.35	55.70	45.95	39.70	47.95	41.30	24.50	13.50
Total ..	..	263.40	325.93	377.64	434.41	481.04	642.18	770.94	888.83	1,021.11	1,160.04
											1,142.5

ESTIMATED ANNUAL RECURRING EXPENDITURE ON ALL TYPES OF EDUCATION IN MADHYA PRADESH, FROM 1952-53 TO  
1971-72—cont.

		Senior Primary/Middle Department Education Voluntary from 1957-58 to 1961-62								
Type of Institution		1963-64	1964-65	1965-66	1966-67	1967-68	1968-69	1969-70	1970-71	1971-72
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	
[Rupees in Lakhs]										
Junior Primary ..	..	826.28	863.31	900.66	936.91	974.89	1,013.20	1,051.85	1,090.82	1,130.11
Senior Primary ..	..	141.56	190.95	260.37	332.26	406.65	427.29	448.14	469.12	490.32
Middle Department ..	..	62.64	73.38	96.57	124.26	150.48	155.85	161.28	166.74	172.27
Junior High ..	..	65.14	67.86	96.66	126.16	131.32	194.79	259.90	270.48	281.14
Senior High ..	..	79.12	82.93	86.77	90.66	128.96	168.37	175.70	260.11	346.93
Universities ..	..	..	23.68	47.20	70.44	74.48	78.52	100.12	121.48	142.92
Training of Teachers ..	..	82.64	82.70	82.76	82.81	82.86	44.99	45.07	45.10	45.24
Social Education ..	..	10.00	10.00	10.00	10.00	10.00	10.00	10.00	10.00	10.00
Technical Education ..	..	13.60	18.70	25.05	28.85	28.85	25.55	27.15	28.75	27.85
Total ..		1,280.98	1,413.51	1,608.04	1,802.35	1,988.59	2,118.56	2,279.21	2,462.60	2,646.78

**ANNEXURE XIX.—ESTIMATED ANNUAL RECURRING EXPENDITURE ON SENIOR PRIMARY EDUCATION IN MADHYA PRADESH FROM 1957-58 to 1967-68 (VOLUNTARY FROM 1957-58 to 1961-62)**

1957-58 (1)	1958-59 (2)	1959-60 (3)	1960-61 (4)	1961-62 (5)	1962-63 (6)	1963-64 (7)	1964-65 (8)	1965-66 (9)	1966-67 (10)	1967-68 (11)
₹3.86	28.28	43.26	45.67	48.10	[Rupees in Lakhs] 93.94	141.56	190.95	260.37	332.26	406.65

**Notes**—(1) It has been assumed that Senior Primary Education will be voluntary from 1957-58 to 1961-62 and compulsion for age-group 11—14 will be introduced after 100 per cent compulsion has been introduced for Junior Primary Education.

(2) Number of children coming to Senior Primary Schools during voluntary period has been taken to be 25 per cent of leavers from Junior Primary Schools.

(3) One teacher to every 40 pupils has been assumed.

(4) The scale of pay of teachers is Rs. 50—24—100 plus dearness allowance at 25 per cent of the salary.

(5) The teachers' salary bill and allowances have been taken to account for 70 per cent of the total gross cost and the rest, i.e., 30 per cent accounts for other expenditure which includes expenditure on loan charges, special services, extra pay of Head Teachers, direction, etc.

**ANNEXURE XX.—ESTIMATED ANNUAL RECURRING EXPENDITURE ON HIGH SCHOOL EDUCATION IN MADHYA PRADESH FROM 1957-58 to 1971-72**

**Senior Primary/Middle Department Education Voluntary from 1957-58 to 1961-62**

Middle ment.	Depart-	1957-58 (2)	1958-59 (3)	1959-60 (4)	1960-61 (5)	1961-62 (6)	1962-63 (7)	1963-64 (8)	1964-65 (9)	1965-66 (10)	1966-67 (11)	1967-68 (12)	1968-69 (13)	1969-70 (14)	1970-71 (15)	1971-72 (16)
							[Rupees in Lakhs]									
							52.11	62.64	73.38	98.57	124.26	150.48	155.85	161.28	166.74	172.27
Junior High	..	..	..	..	..	29.48	59.78	62.47	65.14	67.86	96.66	126.16	131.32	194.79	259.90	270.48
Senior High	..	..	..	..	..	..	38.98	79.12	82.93	86.77	90.66	128.96	168.37	175.70	266.11	346.93
Total ..	12.64	25.56	38.76	40.26	41.78	101.56	153.56	206.90	224.17	282.00	341.09	410.76	519.01	596.88	697.33	800.34

**Notes**—(1) It has been assumed that education in the Middle Department of High Schools will be voluntary from 1957-58 to 1961-62 and compulsion for age-group 11—14 will be introduced after 100 per cent compulsion has been introduced for Junior Primary Education.

(2) Number of children coming to Middle Department of High Schools during voluntary period has been taken to be 15 per cent of leavers from Junior Primary Schools.

(3) 5 per cent of the leavers from Senior Primary Schools will join Junior High in addition to leavers from Middle Departments.

(4) One teacher to every 40 pupils has been assumed for Middle Department while the number of pupils per teacher in Junior High and Senior High as 25.

(5) The salaries and allowances of teachers are as follows :—

Middle Department—Pay Scale—Rs. 60—3—120 plus dearness allowance Rs. 35 per month.

Junior High—Pay Rs. 100—5—200 plus dearness allowance Rs. 35 per month.

Senior High—Pay Scale Rs. 150—7—300 plus dearness allowance Rs. 35 per month.

(6) The teachers' salary bill and allowances have been taken to account for 70 per cent of the total gross cost and the rest, i.e., 30 per cent accounts for other expenditure which includes expenditure on loan charges, special services, extra pay of Head teachers, direction, etc.

**ANNEXURE XXI.—ESTIMATED ANNUAL RECURRING EXPENDITURE ON JUNIOR PRIMARY, SENIOR PRIMARY AND HIGH SCHOOL EDUCATION IN MADHYA PRADESH FROM 1952-53 TO 1971-72.**

		Senior Primary/Middle Department		Education		Voluntary from 1957-58 to 1961-62				
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)
[Rupees in lakhs]										
<b>Junior Primary ..</b>	<b>48.56</b>	<b>99.09</b>	<b>151.60</b>	<b>206.02</b>	<b>262.40</b>	<b>361.39</b>	<b>454.56</b>	<b>550.92</b>	<b>650.48</b>	<b>753.16</b>
<b>Senior Primary ..</b>	<b>..</b>	<b>..</b>	<b>..</b>	<b>..</b>	<b>..</b>	<b>13.86</b>	<b>28.28</b>	<b>43.26</b>	<b>45.67</b>	<b>48.10</b>
<b>High ..</b>	<b>..</b>	<b>..</b>	<b>..</b>	<b>..</b>	<b>..</b>	<b>12.64</b>	<b>25.56</b>	<b>38.76</b>	<b>69.74</b>	<b>101.56</b>
<b>Total ..</b>	<b>48.56</b>	<b>99.09</b>	<b>151.60</b>	<b>206.02</b>	<b>262.40</b>	<b>387.89</b>	<b>508.40</b>	<b>632.94</b>	<b>765.89</b>	<b>902.82</b>
<b>1962-63</b>	<b>1963-64</b>	<b>1964-65</b>	<b>1965-66</b>	<b>1966-67</b>	<b>1967-68</b>	<b>1968-69</b>	<b>1969-70</b>	<b>1970-71</b>	<b>1971-72</b>	
(1)	(12)	(13)	(14)	(15)	(16)	(17)	(18)	(19)	(20)	(21)
<b>Junior Primary ..</b>	<b>789.00</b>	<b>826.28</b>	<b>863.31</b>	<b>900.66</b>	<b>936.91</b>	<b>974.89</b>	<b>1,013.20</b>	<b>1,051.85</b>	<b>1,090.82</b>	<b>1,130.11</b>
<b>Senior Primary ..</b>	<b>93.94</b>	<b>141.56</b>	<b>190.95</b>	<b>260.37</b>	<b>332.26</b>	<b>406.65</b>	<b>427.29</b>	<b>448.14</b>	<b>469.12</b>	<b>490.32</b>
<b>High ..</b>	<b>153.56</b>	<b>206.90</b>	<b>224.17</b>	<b>282.00</b>	<b>341.08</b>	<b>410.76</b>	<b>519.01</b>	<b>596.88</b>	<b>697.33</b>	<b>800.34</b>
<b>Total ..</b>	<b>1,036.50</b>	<b>1,174.74</b>	<b>1,278.43</b>	<b>1,443.03</b>	<b>1,610.25</b>	<b>1,792.30</b>	<b>1,959.50</b>	<b>2,096.87</b>	<b>2,257.27</b>	<b>2,420.77</b>

Note.—For assumptions and scales of pay see Notes<sup>a</sup> under Table VII, XIX and XX.

**ANNEXURE XXII.—ESTIMATED ANNUAL REQUIREMENT OF NEW TEACHERS FOR PRIMARY, SENIOR PRIMARY AND HIGH SCHOOL EDUCATION IN MADHYA PRADESH FROM 1952-53 TO 1971-72.**

Senior Primary/Middle Department Education Voluntary from 1957-58 to 1961-62

Notes.—(1) Number of pupils per teacher is as follows:—

Junior Primary 40

Juno Primary Senior Primary

Middle Department of High Schools 40  
West Side 35

Junior High School : 25  
Senior High School : 25

Senior High Sch 881 about leavers and introduction of Senior 23

2) For assumption about leavers and introduction of Senior Primary/Middle Department Education see foot notes under Tables XIX and XX.

**ANNEXURE XXIII.—ESTIMATED EXPENDITURE ON TRAINING OF TEACHERS IN MADHYA PRADESH**

**Senior Primary/Middle Department Education Voluntary from 1957-58 to 1961-62**

Type of school for which teachers are required	Total number of years required for the scheme to be in full operation	Total number of teachers required when the scheme is in full operation	Duration of training in years	Average cost per trainee per year	Total cost of training	Total cost per year if training is spread over years given in column (2)
(1)	(2)	(3)	(4)	(5)	(6)	(7)
Junior Primary .. ..	10	72,544	2 years	501	726.89	72.69
Senior Primary .. ..	11	32,922	2 years	501	329.88	29.99
Middle Department of High Schools,	11	8,231	2 years	796	131.04	11.91
Junior High .. ..	12	10,195	1 year	1,899	193.60	16.13
Senior High .. ..	10	9,665	1 year	1,899	183.54	18.35
.. ..	..	133,557	..	..	1,564.95	149.07

**ANNEXURE XXIV.—ESTIMATED ANNUAL RECURRING EXPENDITURE ON UNIVERSITY EDUCATION, MADHYA PRADESH,  
FROM 1964-65 TO 1971-72**

**Senior Primary/Middle Department Education Voluntary from 1957-58 to 1961-62**

1964-65	1965-66	1966-67	1967-68	1968-69	1969-70	1970-71	1971-72
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)
23.68	47.20	76.44	74.48	78.52	100.12	121.48	142.92

Notes:—(1) The pass percentages of the High School Examination has been taken as 60.

(2) 33 per cent of those who pass the High School Examination will go for University Education.

(3) 25 per cent of the graduates will take up post-graduate course.

(4) The average annual cost per pupil has been assumed to be Rs. 400.

**ANNEXURE XXXV A.** **NEW YEAR PLAN OF TECHNICAL EDUCATION IN MADHYA PRADESH**

[**Rupees in lakhs**]

Year	Engineering College	Engineering School		Technical High Schools		Junior Technical Schools	
		Recurring		Non-recurring		Recurring	
		(1)	(2)	(3)	(4)	(5)	(6)
1952-53	..	..	2	10	0.75	8	5
1953-54	..	..	2	10	0.75	1	1
1954-55	..	..	2	10	0.75	8	10
1955-56	..	..	2	10	1	1.5	1.5
1956-57	..	..	2	10	1	1.5	10
1957-58	..	..	2	10	1	1	5
1958-59	..	..	3	10	1	2	2.5
1959-60	..	..	4	..	1.25	2	5
1960-61	..	..	4	..	1.25	2	2.5
1961-62	..	..	4	..	1.25	2	2.5
Total	..	..	28	70	10.00	50	20.00
						70.00	20.00
							70.00
1962-63	..	..	4.0	..	1.25	..	2.5
1963-64	..	..	4.1	..	1.25	..	2.5
1964-65	..	..	4.2	..	1.25	..	3.00
1965-66	..	..	4.3	..	1.25	..	3.00
1966-67	..	..	4.4	..	1.35	..	3.00
1967-68	..	..	4.5	..	1.35	..	3.00
1968-69	..	..	4.6	..	1.35	..	3.00
1969-70	..	..	4.7	..	1.35	..	3.00
1970-71	..	..	4.8	..	1.35	..	3.00
1971-72	..	..	4.9	..	1.35	..	3.00
Total	..	..	44.5	5	13.1	3	36.0
Grand Total	..	..	72.5	75	23.1	53	56.0



25	Particulars	E.												T.T.A.			J.C.		
		(1)	(2)	(3)	(4)	(5)	(6)	1956-57 Rupees in Lakhs	1957-58 (7)	1958-59 (8)	1959-60 (9)	1960-61 (10)	1961-62 (11)	1962-63 (12)	1963-64 (13)	1964-65 (14)	Total (15)		
Junior Primary	..	24.92	24.69	24.47	24.25	24.01	40.03	39.70	39.35	35.01	38.68	..	..	..	..	294.19			
Senior Primary	..	..	..	..	..	..	56.28	55.76	55.18	1.46	1.43	89.50	88.50	87.50	87.50	435.61			
Middle	..	..	..	..	..	..	14.07	13.94	13.79	0.36	0.35	22.40	22.10	21.90	21.90	112.91			
Total	..	24.92	24.69	24.47	24.25	24.01	110.38	109.40	108.32	40.83	40.46	111.90	110.60	109.40	109.40	842.71			

Note.—It has been assumed that cost of initial equipment per child will be Rs. 1<sup>1</sup>/<sub>2</sub> for the Junior Primary stage, Rs. 34 for the Senior Primary and Middle Stages.

ANNEXURE XXVII.—ESTIMATED EXPENDITURE ON BUILDING FOR JUNIOR PRIMARY, SENIOR PRIMARY AND MIDDLE DEPARTMENT IN MADHYA PRADESH

Senior Primary/Middle Department Education Compulsory from 1957-58.

Type of school	1952-53 1953-54 1954-55 1955-56 1956-57 1957-58 1958-59 1959-60 1960-61 1961-62 1962-63 1963-64 1964-65												Total			
	(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)	(13)	(14)	(15)	
Junior Primary	..	56.65	56.12	55.63	55.07	54.60	91.08	90.25	89.45	88.67	87.92	..	..	..	725.44	
Senior Primary	..	..	..	..	..	..	41.39	41.00	40.63	1.04	1.06	65.87	65.25	64.66	64.66	320.90
Middle	..	..	..	..	..	..	10.35	10.25	10.15	0.27	0.26	16.47	16.31	16.17	16.17	80.23
Total	..	56.65	56.12	55.63	55.07	54.60	142.82	141.50	140.23	89.98	89.24	82.34	81.56	80.83	80.83	1,126.57

Note.—The cost of construction has been assumed to be Rs. 1,000 per class room.